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MANAGEMENT SURVEY OF THE POLICE DEPARTMENT OF THE CITY OF LAWRENCE, MASSACHUSETTS

report to

MASSACHUSETTS CRIMINAL JUSTICE
TRAINING COUNCIL

requested by

CITY OF LAWRENCE
DEPARTMENT OF PUBLIC SAFETY

JUNE 1985

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MANAGEMENT SURVEY OF THE POLICE DEPARTMENT OF THE CITY OF LAWRENCE, MASSACHUSETTS

Report to

Massachusetts Criminal Justice Training Council

Requested by

City of Lawrence
Department of Public Safety

Points of view or opinions stated in this document are those of the Lawrence Police Task Force and do not necessarily represent the opinion of the Commonwealth of Massachusetts, Executive Office of Public Safety, Massachusetts Criminal Justice Training Council or their officials or employees.

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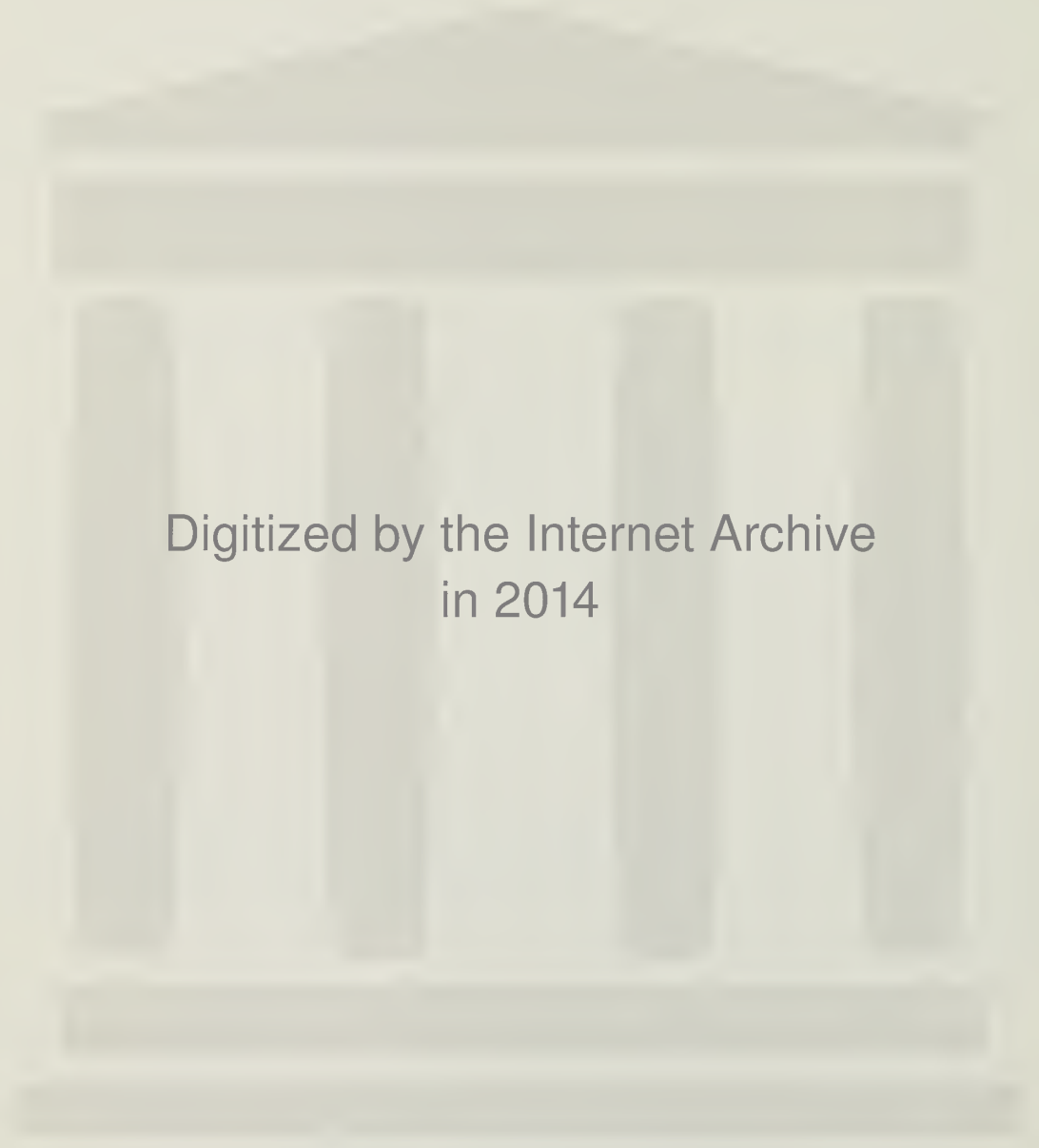
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Preface

Effective January 1, 1986, the form of government of the City of Lawrence will change significantly. At that time, municipal departments, their administration and operation will be transferred from the control of individual city Aldermen to the individual chief executive officers of the various departments. The executive officer of each department will now be responsible directly to the Mayor. The Chief of Police of Lawrence is a chief executive reporting to the Mayor pursuant to the new charter.

By letter dated April 16, 1985, Raymond H. Johnson, Alderman and, by virtue of his office, the Director of Public Safety for the City of Lawrence, requested that the Massachusetts Criminal Justice Training Council perform a Management Survey of the Lawrence Police Department. There was a twofold purpose for the request: to facilitate transition of responsibilities brought on by change of the charter and to review police service needs. The latter consideration arose out of the civil disturbance occurring in the Oxford Street area of the City in August, 1984. The Criminal Justice Training Council entered into a contract with the Chairman of the Lawrence Police Task Force to direct the study, review and analyze data and make recommendations.

This Management Survey is consistent with the Training Council's role in providing technical assistance to municipal police departments. The report is intended to be a useful, practical document. It provides short-term and long-term recommendations in the areas addressed. The report is intended to

be a blueprint which police administrators, political figures and interested persons can utilize in order to improve the delivery of police services in the City of Lawrence.

An objective which should be actively pursued by the Lawrence Police Department is to seek national accreditation through the Commission on Accreditation for Law Enforcement Agencies. It is stressed that this represents a strategic objective rather than an immediate task for the Department.

Local implementation and support constitute the key to improving police services. In the absence of a strong, sincere commitment by the people of the City of Lawrence, through their elected municipal officials, to depoliticize the administration and operation of municipal services, coupled with a dedication of the police chief, command staff and line officers to professionalize the Department, the recommendations contained in this report will have no meaning or significance.

Management of a modern city police department can be an awesome task. The police administrator requires great flexibility in order to function, in light of rapid technological and social changes. The administrator must balance organizational objectives with the interests of subordinates and others. Satisfying an ever-growing demand for services statutorily, socially and politically mandated severely taxes police resources. Resources do not increase with demand for services. Today's police administrator must assume the task of a modern administrator, educated in modern management technique, and provided with the

tools to be effective. The administrator must efficiently apply the skills learned.

Each member of the command staff must assume the responsibilities of the role assigned, for each level of responsibility prepares the officer for the next level of management. Without authority and monitored responsibility on each level, an organization will fall short as an effective unit.

The Lawrence Police Task Force was composed of specialists in police operations and management who assembled, reviewed and analyzed extensive material from the police and other municipal departments, elected officials, regional police and planning organizations, other segments of the criminal justice system and community groups. We thank those that have cooperated and assisted in the preparation of this report. Members of the Task Force forcefully and honestly represented their particular disciplines. The results of their labor and recommendations withstood the test of internal debate and review.

William M. Cloran, Esquire
Chairman
Lawrence Police Task Force

Boston, Massachusetts
June , 1985

INTRODUCTION

The Lawrence Police Task Force makes no claim that it has discovered formulas to solve all police problems, present and future, for the City of Lawrence Police Department. What the Task Force has done is approach the problems of assumption of new fiscal responsibility, crime reduction and the provision of services to the community as the achievable products of police efficiency and effectiveness.

The Task Force research was broad; consequently, some recommendations may appear remote from the overall objectives of reducing crime and providing services. The recommendations in any subject are only as important as the impact they have in that subject area. But, taken as a whole, all recommendations are interrelated; none of the recommendations should be viewed in isolation. The way to bring about a reduction in crime and improve the provision of services is to use a systematic approach.

The Task Force identified six basic objectives designed to improve service and reduce crime:

1. Immediately develop and apply all available police agency, community and other criminal justice element resources to apprehend and prosecute criminal offenders.
2. Immediately develop and apply community resources to the reduction of crime through formal crime prevention and police support programs.
3. Immediately identify specific local crime problems and set rate reduction goals.

4. Immediately improve management/operational techniques and systems in order to provide services and address crime-related functions of the department.
5. Immediately develop and apply every available technological resource to reduce crime.
6. Immediately develop and apply all available resources to respond to special community needs.

The six objectives are not offered in any order of priority. The Police Chief Executive should insure that an implementation plan is developed for each objective. Some recommendations may be implemented without additional resources. Where additional budget funds are required, they should be sought immediately. When possible, management by objectives should be applied.

The Task Force also identified substantial deficiencies in management by the city politic and within the Police Department. While a number of the criticisms and recommendations in this report concern the incumbent Chief of Police, the Task Force must point out that many of these problems are of long standing and were inherited rather than created by the current Chief of Police.

Management capability stresses the importance of understanding the ramifications of functional assignment. It requires that governments define the specific goals of their various responsibilities, consider alternative means of meeting these goals, and evaluate the implementation of these functional policies. In effect, it aims to improve the productivity of policy formation and execution in an assigned function.

The first element of management expertise is the identification of functional tasks. Incorrect or inappropriate definition of service responsibilities may lead to ineffective performance. It also involves goal-setting and program design. These processes permit a government to understand the resource requirements of its assigned responsibility and the interrelationships among functional assignments. Finally, and perhaps most importantly, a government should have the capacity and willingness to implement and evaluate alternative approaches to functional policies so that it can ultimately determine which is more effective.

With management capability, the public and other actors in the assignment system will be better able to evaluate a jurisdiction's functional performance.

Effective public service functional assignments have the following characteristics: economic efficiency, fiscal equity (fairness in functional assignments), accountability and administrative effectiveness.

The modern government manager should use modern administrative methods, i.e., management by objectives. Both the community politic and the police administrator must adopt accepted management techniques if the police department is to operate efficiently and effectively.

The City of Lawrence Charter

As a part of our task, we have attempted to analyze the impact and possible effects of the new charter upon the police department, its management and prerogatives. We will address the present charter of the City of Lawrence and the Lawrence City Charter which will be operative in January, 1986. We will also make some general comments (see Appendix A) about the structure of city government. For a more complete discussion on the subject of the Charter, refer to Appendix B.

The General Laws of the Commonwealth give the executive official of a City or a Town the right to appoint a Chief of Police. The Chief of Police gathers his executive authority from the Mayor or Board of Selectmen and/or Manager. Chapter 41, Sections 97A and 98 prescribe the general powers possessed by police officers. Inherent in any analysis of these Sections of the General Laws is an understanding that the Chief of Police shall be the chief administrative officer of a municipal police department. Such has not been the case in the City of Lawrence.

Beginning in 1906, Lawrence has had a "commission" form of government which provides for a City Council which is comprised of a Mayor and four Aldermen. Under Chapter 621 of the Acts of 1911 there is a "department of public safety" which is described by the following sections of said Chapter 621:

> Section 40 ... The department of public safety shall include the following subdepartments and all boards and offices connected therewith, to wit: - Police, fire, lighting, wiring, weights and measures and conduits.

Section 41 ... Every such official or board shall be subject to the rules, regulations and orders of the member of the city council in charge of his department, except as otherwise provided in this chapter, by the General Laws or by ordinances of the city council.

Section 43 ... Each member of the city council shall manage the department over which he shall be elected director, subject, however, to the supervision and control of a majority of the members of the city council, acting jointly, except as otherwise provided in this Act.

Therefore, the City of Lawrence does not have a traditional Mayor/Chief relationship at this time. All other things being equal, we would consider this type of system to be at best confusing and inefficient.

The new City Charter (Chapter 425 of the Acts of 1983) provides for a strong Mayor, as evidenced by the following sections:

3.7 Appointment to City Offices, Removal

(a) Appointments - The mayor shall submit to the City Council, unless otherwise provided, the names of all persons he desires to appoint as a department head or director of any city agency. The City Council shall refer all such candidates to the Standing Committee on Personnel and Administration which shall investigate all such candidates for confirmation and make a report with recommendations to the full City Council not less than seven nor more than twenty-one days following such referral. A nomination of the Mayor shall be confirmed by a majority vote of the Council... If the City Council has taken no action, said appointments shall become effective on the thirtieth day following the date the name has been received by the City Council.

4.2 Executive Powers, Enforcement of Laws

The executive powers of the city shall be vested in the mayor and may be exercised by him either personally or through the several city agencies under his general supervision and control. The mayor shall cause the

laws, ordinances and orders for the government of the city to be enforced, and he shall cause a record of all his official acts to be kept.

4.6 General Supervision of City Agencies

The mayor shall exercise a general supervision and direction over all city agencies. Each city agency shall furnish to him, forthwith upon his request, any information relative to such agency as the needs of his office and the interest of the city may require.

Section 6. ADMINISTRATIVE ORGANIZATION

6.1 In General

The division of the city into operating agencies for the efficient and convenient conduct of the business of the city and the provision of the city services shall be determined by the provisions of an administrative code adopted by the city council in accordance with the procedures established in this article.

6.3 Scope of Proposed Plans

Except when an express provision is otherwise made by general law or by the charter, an organization or re-organization plan may reorganize, consolidate, or abolish any existing city agency in whole or in part, establish new city agencies and prescribe the manner of appointment, the term of office, and, if a multiple member body, the number of members thereof, and define and describe the powers, duties, functions and responsibilities of any city agency. All city agencies under the direction and supervision of the mayor shall be headed and administered by officers appointed by the mayor as provided by the Charter, ordinance or by law.

The Chief of Police is appointed by the Mayor under Section 6.5. Such an appointment is subject to the confirmation of the City Council. Since Section 6.5 makes specific reference to Civil Service, we will assume, unless otherwise advised, that the Civil Service laws (which by their very nature limit the number of people eligible for appointment to such a position) are applicable

in this case.

Under the new system, a Chief of Police will present a budget to the Mayor who will review it and then (as is the traditional manner for the Chief Executive Officer of a municipality) present it to the City Council for their approval. Although the Chief can approach the Council and speak before the Council on these matters, it is rather apparent that the Mayor will be the key figure inasmuch as he shall appoint the Director of the Department of Budget and Finance as provided for by the Administrative Code.

Section 5 Department of Budget and Finance

> There shall be a department of budget and finance which shall be responsible for the overall budgetary and financial administration of the city. The department of budget and finance shall include the following subdepartments: Treasury/Tax Collection, Auditing, Purchasing, and Assessing.
>
> The department of budget and finance shall be headed by a director who shall be appointed by the mayor according to the provisions of the city charter. He shall be professionally qualified as a financial administrator by virtue of education, training, and previous experience. The director of budget and finance shall assist the mayor in preparation of an annual operating budget for all city agencies, and shall, in cooperation with the city comptroller, administer the operating budget throughout the year. He shall assist the mayor and the heads of all city agencies in development of capital outlay program and the preparation of a capital improvement budget. The director of budget and finance shall be responsible for the development and administration of a comprehensive management information system.

We conclude that the new City Charter for the City of Lawrence is far superior to that which has been in existence. We also conclude that the Chief of Police will have fiscal control over his department, limited by controls by the Mayor as Chief Executive Officer and the City Council. It is recommended that

the Chief of Police prepare to assume the responsibilities conferred by the new Charter and formulate plans concerning additional budget and management responsibilities.

I. The Police Role

General

Because local government must properly bear the responsibility for law enforcement and for the provision of police services to meet local needs, the community the police department serves must, in large part, determine its priorities for the police role.

The true effectiveness of the police is difficult to gauge. But if police operations are constrained because of insufficient resources, if resources are poorly utilized, or if the police department lacks direction and has no standards for determining which tasks and functions are most important to the community, the effectiveness of the police is greatly diminished.

Part 1 - Role Identification

Issue: The Police Function

The primary problem facing the Lawrence Police Department, a problem which is evident in both the organization and its operations, is a complete lack of direction and an absence of professionalism. It appears that this problem is not endemic to the Police Department, but rather mirrors the nature of the City government. This state of affairs would seem to be of long standing, based on interviews with persons involved in Federal and state law enforcement, both active and retired. Although the idea that the police exist "to protect and serve" seems to be accepted, there has been no visible effort to integrate this role in the

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General

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Because there are so many statutes and regulations to be enforced and limited police resources to enforce them, full enforcement of all laws is not possible.

Police administrators must make the hard choice of which crimes will be actively investigated and to what extent. They must also assess the extent to which police resources should be used to suppress gambling, prostitution and liquor law violations.

The command staff of the Lawrence Police Department appears to have no standards of relative importance for enforcement operations. The Chief of Police and the Operations Commander are so far removed from field operations that, without extensive input from field units, which does not currently exist, they cannot set such standards.

Many officers indicated that the Chief is selective in his operational interests, causing the uniformed officers to feel that he is apathetic about their activities and welfare.

Recommendations:

The Chief of Police should identify those crimes on which police resources will be concentrated. In the allocation of those resources, those crimes that are most serious, create the greatest fear and cause the greatest economic losses should be given the highest priority. In this regard, the Department needs to develop Crime Analysis and Operations Analysis capabilities.

Issue: Extraneous Functions

Effective and efficient police management requires that police agencies restrict themselves to the provision of services

that directly or indirectly serve to achieve their basic objective of preserving the peace and protecting constitutional guarantees. While it may be appropriate in some cases for a police department to perform a nonpolice function, it should be undertaken only after a full examination of its effect on other and more basic services provided by the department.

Once the police role has been established in a particular jurisdiction, there should be a regular review of it. As soon as the need to provide a nonenforcement and nonpreventive service ceases, the duty to provide it ends.

Currently, the Lawrence Police Department is responsible for at least four readily identifiable areas which constitute an inappropriate police function and which drain fiscal resources from a police operations budget under severe constraints. These areas are traffic light/signal service, traffic signs, street line painting and a river boom.

Recommendations:

1. The Lawrence Police Department should divest itself of these services, which are more properly the function of a Public Works Department.

2. The Department should divest itself of its role in the taxi licensing function. A more appropriate agency to monitor that function is a city's licensing department.

Issue: Limits of Authority, Public Accountability

As the most visible symbol of the law, police officers are expected to conduct themselves in a manner that inspires respect

for the law. The police must exercise their authority in a manner consistent with this expectation. The formal limits of police authority derive from the foundation of this authority: the consent of the people themselves. Acceptance of police authority depends largely on the belief that its exercise is reasonable.

The combination of statutory power and court decisions which interpret and guide the exercise of that power establishes the formal limits of police authority. Authority, by its very nature, must be accompanied by accountability that insures that its exercise is consistent with the limits defined in its creation.

Police officers are accountable in three ways in the exercise of authority: they are directly responsible to governing bodies that provide their formal basis of authority; their exercise of authority is subject to judicial review; and they are answerable to the public if their authority is to be respected and accepted by the people.

The lack of direction by Lawrence's elected municipal officials, as discussed above, is matched by a lack of external audit and oversight of Department operations. The Department cannot be held accountable for its exercise of police authority to the elected officials charged with that responsibility in the absence of policy and guidelines enforced through objective, apolitical oversight.

The greatest problem of accountability, however, exists in the Department's relationship with the people of the City of Lawrence. Voluntary compliance with the law and acceptance of

police practices depend on public belief in the principle that the public shares responsibility for enforcement of the law. In defining objectives, priorities and policies that govern delivery of police services, the Chief of Police must have adequate information about the needs and expectations of the community. Concurrently, he must have methods for measuring the Department's effectiveness in addressing those needs and expectations.

Currently, no specific programs exist for direct public involvement in setting basic objectives and priorities governing the delivery of police services within the Lawrence Police Department.

Recommendations:

1. The Chief of Police should immediately establish, disseminate to all Department personnel, acknowledge to the public, and implement written policy affirming that police effectiveness depends upon public approval and acceptance of police authority, that the limits of police authority are strictly prescribed by law and that no situation can justify extralegal police practices, and that, in their exercise of authority, the police must be accountable to the community, by providing and encouraging use of formal procedures for receiving both commendations and complaints from the public regarding individual officer performance.

2. The Chief of Police should formally and publicly acknowledge that the Lawrence Police Department wants community involvement and that the community will be consulted in the

development of Department policy.

3. In addition, periodic public surveys should be undertaken to elicit evaluations of police service and to determine the needs and expectations of the community.

Issue: Communicating with the Public

The American police service is founded upon the principle that the police are a part of and not apart from the people. This principle dictates that the police make a determined effort to seek information from the public, to weigh conflicting demands and ideas, and to arrive at considered judgments.

Effective communication between the police and the public helps the public to understand police decisions and helps the police to measure their success or failure in enforcing the law and in fulfilling community expectations. Information from the public reflects the degree of trust and confidence that the people have in their police. The public's attitude toward the police, including hostility and its causes, substantially determines how police departments develop programs and allocate resources.

In assessing police-community relations, the Task Force found that some parts of the community had little confidence in the City government and no confidence in the Lawrence Police. Without communication, this lack of confidence can develop, as it has in some instances, into a chasm of total misunderstanding. As is evident in the Department's daily operations, the police task is much more difficult if the police are feared rather than trusted by the people.

Encounters between police officers and the public shape the public image of the police department. Daily contact between police and the public also provides a valuable source of information about the community. But the size of the Department and its present formal and informal internal organization ensure that the knowledge gained by officers often never reaches the Chief or command staff. (Currently, there are no regularly scheduled staff meetings, and extremely infrequent irregular meetings, between the Chief of Police and the senior command staff, or between senior commanders and their subordinates.)

The Lawrence Police Department and the significant minority population have a crucial communication problem. The areas of the city that are home to significant minority populations have been the scene of civil disorder, remain potentially volatile and require a disproportionate amount of police resources. Residents of those areas believe that they have less influence on police enforcement policies and practices than do other city residents.

The responsibility of the police department to provide service uniformly to every person in its jurisdiction is complicated by the existence of a large Hispanic population. The Lawrence Police Department thus faces the problem of dealing with a substantial portion of the community which does not speak English.

At this time, the Department apparently has only one Spanish-speaking officer and two Spanish-speaking clerks, making effective communication with the Hispanic community nearly

impossible.

Recommendations:

1. All police personnel with duties involving public contact should have sufficient information to respond to questions about Department policies. No policy statement should be restricted from public disclosure. A number of such statements in the current Policy and Procedures Manual of this Department are so restricted.

2. Information obtained by the officer in the field should be transmitted through the chain of command in writing and should be acted upon at the appropriate level. Field information observation ("FIO") forms should be utilized.

3. Bilingual capability of all Department personnel having contact with the public should be actively developed and encouraged. The possibility of providing compensation as a labor relations contract item based on language competency examinations should be explored.

4. The Chief of Police should establish lines of communication with recognized community leaders and should elicit information from citizens in the community who feel that they have little voice in government or in the provision of its services.

5. The Department should develop formal programs to open lines of communication between the agency and the community. The recently established Community Disorders Unit ("CDU") should be eliminated in favor of a broader-based Community Relations/Crime Prevention Unit. The Lawrence Police Department is not large enough at this time nor can it document the need for a CDU. While

establishing a CDU has a certain public relations value, this value must be weighed against the efficiency and effectiveness of the unit in terms of the goals and objectives of the organization.

6. The Police Department should explore what public service resources are available from advertising and communications organizations to help develop support for the Department and its programs, particularly crime prevention.

7. The Department should hold an annual "Open House" and provide tours of police facilities and demonstrations of police equipment and tactics, when appropriate, to create greater public awareness of the police role.

8. The Chief of Police should institute and encourage a policy of support of the media/police relationship. Open dialogue encourages support for community services. Unless the Police Department accepts both support and criticism from the media, it will encounter an atmosphere of distrust. This distrust will be communicated to the community at large. Neither the police nor the community benefits from that kind of attitude.

Issue: Police Understanding of Their Role

It is the duty of police administrators to define the police role clearly, and then to persuade officers to fulfill it. This is best accomplished by motivating officers to accept the role voluntarily.

An officer's understanding of his/her role and the degree of his/her feeling of isolation depend largely on the geographic and demographic makeup of the community.

Police officers have been recruited predominantly from among the middle class. Most have lived in a single neighborhood where they were not exposed to the varying lifestyles of the larger community that they are expected to serve. What the officer was taught to regard as unacceptable behavior might be common practice in the area where he/she is assigned.

While enforcement policies should be citywide, their application should be governed, in part, by the officer's appreciation of the activities of the neighborhood where he/she is assigned. The officer should be aware of what constitutes unusual behavior in a neighborhood. The way enforcement policy is applied, however, should vary, not by area, but by the officer's evaluation of the situation within policy guidelines.

There is a fundamental lack of understanding of the Hispanic culture which encompasses up to 40 percent of the City's population. This was both expressed by members of the Hispanic community and acknowledged by many patrol officers within the Department.

Recommendations:

1. The Department's objectives and priorities should be continually reinforced by illustrating the connection between principles and practices. All orders establishing procedures for specific activities should have a statement of purpose and should explicitly state the particular objectives and priorities to which the activity is directed. In this way, activities become goal-oriented instead of merely task-oriented, and officers

understand the underpinnings of their role.

2. All Department personnel should undergo training to familiarize them with the Hispanic culture as well as other cultural and social groups within the City.

Issue: News Media Relations

The relationship between the police and the news media in a democratic society is characterized by complementary rather than conflicting interests. The news media have a legitimate need for information about police activities while offering an excellent channel for informing the public about the nature of police tasks and problems.

The police and the media therefore should cooperate in establishing policies that define the relationship between the Department and the news media, recognizing explicitly that the responsibility for protecting the constitutional guarantees of fair trial and free press is shared equally by the police and the media.

In accordance with such a policy, the media should have the right to receive certain information upon request. Police-media relations in Lawrence have been and remain ambivalent, with no formal policy or ready official access but with many unofficial sources within the Department having almost immediate access.

A News Media Relations Officer is charged with the responsibility of maintaining regular liaison with the media, given the nature and frequency of local news media demands, and is usually a member of the personal staff of the Chief of Police.

The liaison officer would be available in serious emergency situations to assist the news media at the scene. But any officer at the scene should be encouraged to respond to requests for routine information, except when the officer's knowledge of the facts or the propriety of releasing them is questionable.

In the case of unusual occurrences, such as natural or manmade disasters, riots, hostage situations or other similar situations, immediate and accurate dissemination of information is vital for giving directions and advice, and for dispelling rumors.

While newspersons generally have no right to enter crime scenes that are secured to preserve evidence, they are commonly allowed access to areas which have been closed off by the police because of riots and natural disasters. They should be informed of any current or potential danger in the area, but police departments do not assume responsibility for the physical safety of newspersons who choose to subject themselves to danger.

Police adminstrators must recognize that the news media perform a crucial public function. Suppressing or refusing access to information of legitimate public interest is the first step to a totalitarian state. This attitude by a police department is unacceptable.

Recommendations:

1. The Chief of Police should immediately implement and enforce written policy developed in cooperation with the local news media governing police-media relations, copies to be disseminated to all Department personnel.

2. The Chief of Police should designate a News Media Relations Officer and provide that officer with public relations and media training. The officer must be kept informed of all Department operations and should develop strong working relationships with the media. In view of the Department's poor current relations with the local media, we recommend that this officer function as part of a Community Relations/Crime Prevention Unit.

Part 2 - Role Implementation

General

The police department is a service arm of government and should develop policy consistent with the goals and objectives of the governing authority. When the Police Chief is silent, others in the department, even the patrol officer, may set policies or interpret local government policies on their own. Such interpretations are often wrong. It is the Chief of Police who is directly responsible to the governing authority. Therefore, he has an irrevocable responsibility to insure that policy is formulated, is consistent with that of local government, is responsive to the community, is reasonable in that the policy can be carried out, is flexible so that it allows for change and, when possible, is quantifiable and measurable.

Issue: Development of Goals and Objectives

The establishment and achievement of goals and objectives follow such similar paths that the words "goal" and "objective" are often interchanged. The following definitions will be used

throughout this report:

Goal - A statement of broad direction, general purpose or intent. A goal is general and timeless and is not concerned with a particular achievement within a specified time period.

Objective - A desired accomplishment which can be measured within a given time frame and under specifiable conditions. Attaining the objective advances the system toward a corresponding goal.

Fundamental to establishing all goals and objectives is a perception of the problems encountered or anticipated by the agency. Clear definition and careful analysis of the factors generating the problem can indicate possible solutions and suggest appropriate goals and objectives. On the other hand, the failure to perceive or to understand a problem can lead to establishing goals or objectives which are nonproductive or even counterproductive.

Just as department goals and objectives are necessary to coordinate and direct department personnel, so unit goals and objectives are essential to coordinate and direct efforts of unit personnel to fulfill the mission of the unit. All goals and objectives need to be responsive to community needs.

Neither the Chief of Police nor the unit commander can establish goals and objectives in a vacuum. All department personnel, particularly those at the implementation level, should contribute to the understanding of the problem.

Obtaining input from within the department requires an atmosphere that encourages all personnel, regardless of rank, to submit ideas. Such an atmosphere must be genuine; it must start at

the top and permeate the entire agency. Personnel should understand that their evaluation of the problem, their analysis of the cause, and their suggestions of possible solutions are required and valued.

No goal or objective, no matter how well-founded or how well-articulated, will be of value to the Department unless it is published and disseminated among the Department personnel who will be responsible for achieving it. Each member of the Department, both sworn and nonsworn, must know what the goals and objectives are, and must understand them or be able to refer to them if in doubt. Only then can he/she work effectively with other members of the Department and direct his/her efforts toward achieving those goals and objectives.

The Lawrence Police Department has no documented goals and/or objectives at this time.

Recommendations:

1. The Lawrence Police Department should immediately develop short- and long-range goals and objectives to guide Department functions. As part of this process, every unit commander should review and write down the principal goals and objectives of his unit.

2. The Department should seek maximum input, both within and outside the agency, in developing its goals and objectives. This process must include creating an atmosphere that encourages unrestricted submission of ideas by all members of the Department, regardless of rank, and establishing ways to obtain ideas from a

variety of organizations and individuals outside the Department.

3. The Department and each unit within the Department should publish and disseminate its goals and objectives to provide uniform direction for all personnel.

4. The Chief of Police should require every unit commander to review periodically unit goals and objectives and to submit a written evaluation of progress made toward attaining those goals and objectives. Annually, in conjunction with the budget preparation, the Chief of Police should review and evaluate all agency goals and objectives and propose revisions where appropriate.

Issue: Establishment of Policy

Policy embodies the philosophies, principles, attitudes, values and intentions of management. Policy guides the pursuit of objectives.

The municipal government of the City of Lawrence establishes basic policy, both explicitly and through budgetary allocations. Consistent with those policies, the Chief of Police should develop policies to guide members of the Department.

Where management is silent, as is the case in Lawrence, the next lower person in the hierarchy may develop his/her own policy. Where there is no policy established by higher authority or when it is confused and inconsistent, as is the case in Lawrence, the field officer may develop his/her own policy which may not be consistent with that desired by the City government or the Chief of Police.

Policy is different from rules and procedures. It sets limits of discretion. A policy statement deals with the principles and values that guide the performance of activities directed toward the achievement of Department objectives. A procedure is a way of achieving an objective. Rules significantly reduce or eliminate discretion by specifically stating what must and must not be done.

It is important to differentiate between the three terms at this point because our review of the Lawrence Police Department's Policy and Procedures Manual shows clearly that no one in the command structure knows the difference. The Manual is an amalgam of policy statements and procedures promulgated by the Municipal Police Institute, General Orders, Special Orders, Training Bulletins, Letters of Instruction, newspaper articles, and personnel transfers and assignments by the Alderman/Director of Public Safety. Many items in the manual were marked "do not publicize." Many members of the Department do not have copies for reference; the policies/procedures/orders/bulletins/letters are read at roll call by the platoon commander and returned to the Chief's office or the training officer.

If a policy is not in writing, it cannot be considered a firm commitment and personnel cannot be held strictly accountable to it. Some argue that certain policies should be unwritten to protect confidential police operations. Others argue that written policy increases civil liability by identifying a standard of care that may be used against the agency in civil actions. Nevertheless, the value of written policy to police departments

far outweighs any disadvantages.

Written policy gives the members of the Department guidance and direction to help them in determining courses of action, and protection when those courses are taken. It promotes uniformity and aids coordination among individuals and units of the agency. Policy promotes continuity by transmitting the Department's customs, traditions and heritage to new members, serving as a training aid for all instructors, and promoting understanding by eliminating the distortion that can result from oral communication.

Written policy also aids supervisors in making fair and consistent decisions, because members of the Department know what is expected of them. There cannot be effective discipline without written policy.

Articulating exact statements of intent or attitude is not an easy task, but this is no excuse for a Chief of Police not to provide his Department with necessary direction.

Recommendations:

1. The Chief of Police should immediately establish written policies in those areas of operations where guidance is needed to direct members of the Department toward attaining agency goals and objectives, providing clear direction without necessarily limiting the officer's exercise of discretion.

2. The Chief of Police should provide for maximum participation in formulating policy. This participation should include, at a minimum, input from all levels within the Department

through informal meetings between the Chief and patrol officers/detectives, idea incentive programs, and other methods that will promote the upward flow of communication, and input from outside the Department as appropriate, including other government agencies, community organizations, and the public.

3. The Chief of Police should provide written policies, at a minimum, in the following areas:

- General goals and objectives of the Department;
- Administrative matters;
- Community relations;
- Public and media relations;
- Personnel procedures and relations;
- Personal conduct of members of the Department;
- Specific law enforcement operations, with emphasis on such sensitive areas as use of force, use of lethal and non-lethal weapons, and arrest and custody; and
- Use of support services.

Issue: Inspections

The Police Chief is responsible for establishing and maintaining a system of inspection to obtain the information that he requires to direct and control the Department. Although the ultimate responsibility for inspection and control rests with the Chief, it should be carried out continually at all levels of command and supervision.

The goal of inspection and control is operational efficiency and effectiveness. Inspection and control should not be viewed as

a disciplinary process; they should constitute a fair, impartial and honest appraisal of employee efforts, designed to help those inspected to do their jobs better. The inspector should have a positive, constructive attitude and should not instill fear and distrust of the inspection process.

Authoritative inspection responsibilities, exercised by those in direct command having the authority to act or to require immediate action of subordinates, are the duty of every manager and supervisor, and include personal inspection of the officer, the equipment he/she uses and how he/she uses and cares for it, how the officer performs his/her duties, and the results of his/her efforts. This inspection duty of the commander and supervisor includes the responsibility to take the immediate action indicated by the inspection. Such action should include commendations for exemplary performance and corrective action for deficiencies.

There is no formal authoritative inspection function performed by the Lawrence Police Department, other than regular checks of the officers' sidearms. Sergeants indicated that spot checks were done but that no action could be taken because they had no support from superior officers. The condition of officers' uniforms, personal equipment, cruisers and field operations of the Department attest to the lack of authoritative inspections and control.

Staff inspections are conducted by persons who have no authority over the subject of the inspection, and normally can

only report on the results. When the Chief of Police cannot conduct his own authoritative inspections as often as necessary, he must provide for staff inspections to give him the information he needs. Staff inspections should cover material, facilities, personnel, procedures and operations.

The Lawrence Police Department does not need a full-time staff inspection unit. Normally, in a department the size of Lawrence's, this function would be carried out by a staff officer who performs related duties, such as training or planning. The rank of the staff officer responsible for staff inspections should be at least equal to the rank of the commander of the unit being inspected. The inspecting officer should have a wide range of police experience, a broad understanding of the overall Department goals and operations, leadership and administrative ability, objectivity and integrity.

The Lawrence Police Department has no staff inspection capability at this time.

Recommendation:

The Lawrence Police Department should immediately establish a formal inspection system.

II. Police Operations

General

The serious deficiencies extant in the Lawrence Police Department's basic concepts of police administration -- concepts which are taken for granted in most police departments -- have required that significantly more time and effort be devoted to Part I (The Police Role) of this report than would normally be the case.

These deficiencies are reflected in the Lawrence Police Department's internal administration and field operations. Without decisive leadership, clear direction, established policy, broadly developed goals and objectives, and a formal inspection system, the Department is forced to operate from day to day, adjusting to new demands as new demands arise, but never undertaking long-range projects to upgrade police service. The nonmanagement and mismanagement of Department resources -- human, fiscal and physical -- is a consistent factor in most areas of operation and administration. Consequently, it is our belief that the Lawrence Police Department is delivering less than maximum police service, to the detriment of the community.

Part 1 - The Police Organization

Issue: Organizational Structure

In order to fulfill its responsibilities, the Department must be organized so that its personnel can perform in the most efficient and effective manner. The Chief of Police should identify the most effective organizational structure for his

agency, and then take the actions necessary to provide that structure.

To accomplish this, the Chief must first analyze the existing organizational structure. Accurate organizational charts are a valuable index for comparison. Some departments, including the Lawrence Police Department, operate not according to their theoretical or authorized organizational structure but rather according to modifications made by command personnel at various levels. Sometimes, as in Lawrence, the Chief is not aware of these modifications. An organizational analysis is vital to the command and control function.

If analysis and evaluation are not done regularly (at least annually) and necessary organizational changes made, assuming that Department goals and objectives are also not adequately updated, the Department will stagnate. Normally, many aspects of Department operations must be reviewed annually for budgetary purposes. The budget review is the logical time for an organizational review. The Lawrence Police Department does not conduct an annual review, and its theoretical and authorized organizational structure has remained virtually unchanged since at least 1970, despite social, community, professional, and technical changes in the Department's external environment.

Recommendations:

1. The Chief of Police should, in conjunction with the annual budget preparation, review the Department's organizational structure in the light of modern management practices and make

necessary changes.

2. The Chief of Police should insure that the organizational structure facilitates provision of direct assistance and service to the community by line elements of the Department. Therefore, command of those elements should be as close as practical to the community.

3. The Chief of Police should insure that the Department's staff elements are organized to provide direct assistance and service to line elements, and are not an end in themselves.

4. The Chief of Police should establish only those levels of management necessary to provide adequate direction and control. Lawrence has an abnormally large command staff for a department of its size. There is no management justification for six Captains. The senior officers' contract contains a stipulation that "... any reduction or reorganization affecting said staffing [six (6) captains, five (5) lieutenants and twelve (12) sergeants] shall be made by attrition only." We recommend that two captain positions currently held by acting captains (permanent lieutenants) be eliminated. We further recommend that the permanent Captain's position becoming vacant in January, 1986 be eliminated.

5. The Chief of Police should define the lines of authority and insure that every level understands its responsibilities and has the necessary authority to carry them out. It is imperative that the Chief of Police enforce adherence to the chain of command.

6. A suggested Department organizational structure is

contained in Appendix C.

Issue: Planning

Extensive planning, administrative as well as operational, is one of the most critical needs of the police today, given fiscal constraints and increased demand for services. Despite this, the Police Chief has not taken any positive steps to encourage or implement such planning. This failure puts the burden on individual subordinates who must plan for their own operations without administrative direction and support, usually on a crisis basis.

The Chief's failure to provide for planning indicates to subordinates that he considers planning unimportant and that he is not concerned with the officers' work performance. This encourages subordinates to adopt the same attitude toward planning and lowers morale and efficiency, diminishing the effectiveness of Department operations.

Although the Department does have a Planning and Processing Unit, little planning can take place because that unit also handles media relations, taxi licensing, traffic records, fleet administration, crime prevention, building maintenance, equipment maintenance, and numerous other administrative tasks.

Recommendations:

1. The Department should assign an individual the sole responsibility of planning and provide him/her with training in the planning function. The individual should be a self-starter and a diligent worker who requires minimal supervision. If drawn from

within the Department, he/she should be a sergeant or patrol officer. Civilian employees, consultants or shared services with other government agencies should be considered as an alternative to assigning sworn personnel.

2. Existing Department plans should be reviewed to ascertain their suitability, to determine any weaknesses, to update or devise improvement where needed, and to insure that they are appropriately recorded.

3. The Chief of Police should immediately develop and implement policy requiring continual planning in all areas throughout the Department. The policy should include, as a minimum:

- Long-range, fiscal, and management plans (Administrative Planning)
- Specific operational, procedural, and tactical plans (Operational Planning).

Issue: Fiscal Management

A police chief is not simply a police officer of superior rank. He/she is also a business manager who should accept full responsibility for fiscal management of the department. Further, he/she is a fiscal planner, responsible for developing the future expenditure requirements for personnel, equipment, facilities and programs necessary to accomplish the department's goals and objectives. His/her role should not be passive; it should be both active and progressive. The Chief of Police competes with other departments of government for his/her department's fair share of

available community funds.

Carefully developed budgets with adequate justification of all major items are an important responsibility of the Police Chief. In view of the fiscal constraints faced by the City of Lawrence, the Chief of Police must be persuasive and objective with both City executives and Councillors. He must demonstrate sound judgment in his budget planning in order to gain acceptance of his recommendations.

The budget document, as it leaves the office of the Chief of Police, is the position statement on money required to initiate, maintain, or expand programs, functions, and activities of the Department. Although the Chief should not prepare the budget unassisted, the responsibility for sound fiscal management is his. While the Chief may assign fiscal management tasks to subordinates, he is accountable for all aspects of the Department's fiscal policies, processes, and control.

The Lawrence Police budget, under the present charter, is developed, prepared and presented to the Director of Public Safety. This is done by a senior clerk who acts as fiscal officer for the Department and is done with little input from the Chief and no formal input from any other segment of the Department.

There is no capital planning for replacing or acquiring such items as vehicles and communications equipment, which necessitates separate requests for those items as needed during the year. This problem is not endemic to the Police Department.

The Chief does not exert personal influence for his budget

with the Aldermen, Mayor or City Council. He frequently assigns junior staff members to make requests for capital equipment items, causing those requests to be given low priority, in our opinion.

Recommendations:

1. The City of Lawrence should formally assign responsibility for fiscal management of the Police Department to the Chief of Police.

2. The Chief of Police should assign a Fiscal Affairs Officer with staff. The Senior Clerk, who currently performs this role and qualifies by appropriate education, training and experience, should be upgraded to a management position if she is to continue to exercise this responsibility.

3. The Chief must take an active role in the budget process, especially in fiscal planning under the new charter.

4. Capital planning must be initiated within the Department and capital expenditures should be incorporated in the annual police budget.

5. Every organizational element of the Department should be involved in budget planning and should prepare a draft budget appropriate to its needs; adequate justification should be provided as part of the budget document for all major continuing expenditures, significant changes in minor expenditures, and all new budget items.

6. Budget formulation and justification training should be provided to all command staff.

Part 2 - Patrol Operations

General

Patrol Operations refers to the deployment of police officers to prevent and deter criminal activity and to provide day-to-day police services to the community.

The patrol function is the heart of any police mission. It is the primary means through which the police function. The patrol is the most visible part of the police body, most likely to be criticized because of its visibility, portrays government attitudes towards the community and has the potential of providing substantial positive services to the community. The role of the modern patrol has been changing over the years. Where, in the past, a police patrol was just that: a patrol, today, the police patrol function has grown in scope in the services provided. For example, M.G.L. c. 209A, s. 7 (abuse prevention statute) now requires the police to serve court orders and summonses on those who have had complaints issued against them pursuant to the statute.

Though the call for added services has increased, resources to the department have not increased proportionately. The modern police department must adjust to change in allocating its resources. It must fully understand its complex function in order to make full effective and efficient use of available resources.

Issue: Deployment

Proper deployment of patrol personnel begins with the collection and analysis of data that reflects the community's need

for various police services and the types of activities performed by patrol officers. Deployment data collection and analysis is nonexistent in the Lawrence Police Department.

The lack of a deployment system which includes collecting and analyzing required data, conducting a workload study, and allocating personnel to patrol assignments on that basis inevitably results in the distribution of the patrol force and the expenditure of public funds largely by conjecture.

This lack of information and deployment system raises a more basic question in light of requests for additional officers. Officer-to-population ratios are often used to indicate total manpower needs. But there is no compelling evidence in support of police-to-people ratios, which differ widely from one jurisdiction to another. Without proper use and management of human resources, the authorized strength of the Department could be doubled with no significant impact on crime reduction or the provision of services.

The present patrol force is primarily deployed in two-officer cruisers. Statistics show that there is no significant difference in rates of officers killed or injured on duty between deployment in one-officer cruisers and in two-officer cruisers. By deploying its officers selectively in one-officer cruisers, the Department would gain increased visibility and mobility and reduce queuing of calls for service. With the recent addition of two more cruisers, this recommendation could be implemented immediately.

Recommendations:

1. The Police Department should selectively deploy its patrol officers in one-officer cruisers.

2. The Department should establish a system for collecting and analyzing patrol deployment data according to area and time. A census tract, reporting area or permanent grid system should be developed to determine geographical distribution of data, and seasonal, daily and hourly variations should be considered in determining chronological distribution of data.

3. The Department should conduct a comprehensive workload study to determine the nature and volume of the demands for police service and the time expended on all activities performed by patrol personnel. The study should be conducted annually before the submission of the Department budget.

4. The Department should implement an allocation system for assigning patrol personnel according to geographical and chronological need. The system should emphasize Department efforts to reduce crime, increase criminal apprehensions, minimize response time to calls for service, and equalize patrol personnel workload.

5. The Department should develop procedures for implementing, conducting and periodically evaluating and revising the deployment system and should insure the active participation of all Department personnel.

Part 3 - Operations Specialization

The operations specialist is a sworn officer involved in direct enforcement activities. His/her assignments require specific knowledge and skills within a limited area where he/she devotes his/her primary efforts. When criminal activities within the community indicate the need for specialized use of police resources, the problem should be clearly identified and the impact of the potential specialization on the department should be assessed. In identifying possible solutions to the problem involving police resources, the Chief of Police must weigh three alternatives:

1. Upgrading the entire department to a level where it is competent to deal with the problem;

2. Arranging for outside services, if available, in areas of need; and

3. Specialization.

It is a generally accepted police management principle that patrol officers (generalists) should be used wherever possible. Before establishing any specialization necessary to improve the delivery of police services, the problem to be addressed by specialization must be defined. Only then can the form of specialization required be precisely determined and, even then, only those forms consistent with available resources and department priorities should be implemented.

Once specialties are established, they should undergo annual review to determine their effectiveness in helping to achieve

department goals and objectives, including problem review and cost-effectiveness.

Issue: Personnel Selection for Specialized Assignment

Effectively matching personnel with job assignments is a problem common to both the public and private sector. It is significantly more difficult in law enforcement specialized units, where close working relationships exist and team efforts are of paramount concern. Assignments often hinge solely on personal relationships within or outside the Department. In Lawrence's case, an officer's political activity, especially in relation to the position of Public Safety Alderman, has determined which officers were transferred to specialized assignments.

In the Unit Staff Assistance Survey conducted for this report, 91 percent of officers surveyed in the Department felt that they did not receive fair and equal treatment in duty assignments, while 88 percent expressed the belief that officers' skills and training were not utilized fairly and equally.

In order to match the right officer to the right job, each specialized assignment should have a written job description. The Lawrence Police Department does not maintain job descriptions for specialized assignments. Some general job descriptions for various functions are contained in The Manual of the Police Department of the City of Lawrence but have not been reviewed or updated since 1970.

Recommendations:

1. The Lawrence Police Department should immediately

establish and implement a written policy defining specific criteria for the selection and placement of specialist personnel so that they are effectively matched to the requirements of each specialty.

2. To this end, the Department should establish a comprehensive personnel records system from which information is easily retrieved. The system should contain pertinent data on all Department personnel, both sworn and nonsworn, use a consistent format, and include procedures for continual updating.

3. The Department should disseminate Department-wide written announcements describing anticipated specialist position openings and should include the minimum personnel requirements for each position and the specialized skills, training or other attributes required by the position.

4. The Department should immediately develop and disseminate in writing to all Department personnel formal job descriptions which should be reviewed and updated annually. This is critically important for personnel accountability in the control function of command.

5. The Department should establish and implement a rotation system that requires specialists of all ranks to be regularly rotated from positions where the potential for officer compromise is high to positions where this potential is low or the criminal elements are different, especially in the areas of vice, narcotics and all types of undercover assignments.

Issue: Traffic Operations

All uniformed officers are responsible for enforcing traffic laws and regulations, and given the resource constraints under which the Lawrence Police Department operates, it would be difficult to justify a Traffic Division. However, the number of reportable accidents, operating under the influence of liquor or drug arrests, and traffic citations occurring in the City make a strong case for an active selective traffic law enforcement program.

Recommendations:

1. The Department should develop and implement a selective traffic law enforcement program with specific and measurable goals and objectives.

2. The Department should provide specialized training in accident investigation and related traffic subjects to members of the patrol force assigned to selective enforcement duties.

3. The Department should implement and publicize a parking enforcement program, using more "meter maids." This type of program will not only reduce traffic congestion but also produce revenues which will pay for the program many times over.

Issue: Criminal Investigations

The Department needs to establish response and investigative priorities for assigning officers to conduct follow-up investigations, in order to insure that patrol and detective resources are concentrated on those cases or types of crimes that require priority attention. The Department's officers and

detectives should not be mere report-takers.

During site visits to the Department, the Task Force found that missing person reports going back to November, 1983 were still in the Communications Center and had not been forwarded for investigation and/or clearance. Similarly, motor vehicle theft reports were neglected, with little or no follow-up investigation and analysis.

The Detective Unit had no caseload management system at the time of this survey.

Recommendations:

1. The Lawrence Police Department should immediately direct patrol officers to conduct thorough preliminary investigations and should establish and implement in writing priorities to insure that investigative efforts most effectively achieve Department goals.

2. The Department should establish quality control procedures to insure that every reported crime receives the investigation that it warrants. These procedures should include a follow-up report on each open investigation every ten days and command approval of every continuance of an investigation past thirty days. There should be constant inspection and review of individual, team and unit criminal investigation reports and investigation activity summaries. Individual, team and unit performance measures based on arrests and dispositions, crimes cleared, property recovered and caseload should be maintained.

3. The Department should coordinate criminal investigations

with all other Department activities. This coordination should be supported by clearly defined procedures for the exchange of information among specialized units and between specialized units and the patrol force. We recommend systematic rotation of generalists into investigative specialties, and even-handed publicity of the efforts of all Department operations.

Issue: Crime Prevention Operations

In the context of this report, crime prevention refers to involving the public in efforts to reduce crime through security measures that thwart criminals, primarily by "target hardening."

The Lawrence Police Department currently has a Crime Prevention Officer who supports and promotes Neighborhood Watch programs and Operation Identification programs, does security surveys of residences and businesses and works with community groups.

The community relations and crime reduction potential of these programs cannot be understated.

Recommendations:

1. The Lawrence Police Department should establish a specialized unit, encompassing both crime prevention and community relations. The Department should encourage other units to give support and information to this specialized unit so that it can determine community needs.

2. The program should be operationally decentralized. Patrol personnel who are familiar with the geographic area and its crime problems should be trained to implement the various crime

prevention activities. In this way, personnel become more familiar with residents, business activities, shopowners and businessmen/businesswomen in their area of patrol. This approach would produce a benefit that outweighs those of using staff specialists.

Issue: Special Crime Tactical Force

The Lawrence Police Department is often troubled by an apparent inability to deploy patrol strength for maximum effect against particular problems. Limited personnel and problems involving regular patrol operations frequently prevent proper selective enforcement against special criminal situations. To achieve proper emphasis and pressure on particular crime situations, a special crime tactical force may be deployed to serve as a compact, flexible operational task force in given locations at given times when a concentrated effort is needed.

The unit is normally composed of a small force of selected officers. Ordinarily, the units are assigned cruisers and deployed to areas where research has determined that problems are occurring or may occur.

According to Local Government Police Management, flexibility should be the tactical force's hallmark. The unit may work in plainclothes or in uniform. Particular applications for Lawrence might include juvenile gang control, operating under the influence of liquor or drugs enforcement, projects patrol and auto theft investigation.

Recommendations:

1. The Department should organize, staff, equip and implement a Special Crime Tactical Unit consisting of one sergeant and ten officers. The unit should be functionally responsible to the platoon commander under whom it is operating but administratively responsible to the operations commander.

2. Assignment to the unit should be voluntary, but routine personnel rotation should occur.

3. The Chief of Police should develop and implement written policy governing the deployment of the Special Crime Tactical Unit.

Part 4 - Civil Disturbances

General

Most management surveys would not devote the time and effort to this subject that are devoted here. But because the civil disturbances in the Oxford Street area in August, 1984 generated the request for this report, and because much of the Department's efforts since then have been spent on planning for an effective response to any future disturbances, it is incumbent on the Task Force to address the issues this subject raises.

Frequently, a community's need for civil disturbance control capability goes unrecognized until something happens that requires the application of this capability. Responding to crises often involves an emotional reaction rather than a rational evaluation of genuine Department needs.

The Task Force believes that the City of Lawrence should attempt to deal with the causes of anticipated disturbances and to defuse potentially volatile situations. Effective community programs, supported by a firm commitment by the City and the Department, can minimize or eliminate civil disturbances of the nature and scope experienced in Lawrence. Nevertheless, the Police Department should have the capability to control and suppress any type of civil disturbance. Many of the issues addressed here are equally applicable to any emergency situation, such as fire or other natural disaster, labor dispute, or political demonstration.

Issue: Command and Control Planning

In order to address emergencies, the Police Department must be prepared to mobilize and deploy the necessary personnel with minimum deviation from established operating procedures, and with minimum curtailment of essential police services to the remainder of the community.

The term "command and control" is used here in its broader sense to refer to mobilizing, organizing, assigning, deploying, supervising, directing and controlling all field and support units. It represents all the functions that provide communications, auxiliary services, logistics, intelligence, management control and allocation of resources, and strategic and tactical planning and development.

The "Lawrence Police Department General Order No. 2 Crowd Control Plan," dated March 11, 1985, was carefully reviewed in the preparation of this report by consultants with experience in

police administration and police tactical operations. In their opinion, the present Department command and control plans are seriously deficient.

Recommendations:

1. The Police Department should immediately develop inter- and intra-department command and control plans in conjunction with other municipal departments of the City of Lawrence, other municipal police departments with which Lawrence maintains mutual assistance agreements, county and state law enforcement agencies, and the National Guard.

2. Copies of the command and control plans should be furnished to every organization likely to participate directly in the control effort.

3. The Department should insure that each officer is familiar with command and control plans that relate to any function that he/she might be called upon to perform, or any function that might relate to his/her performance.

4. Command staff and patrol officers must be thoroughly trained in equipment to be used. Command staff must be trained in all aspects of mobilization, i.e., function of each officer, assigning specific command tasks, etc.

Issue: Executive Responsibility - Emergency Situations

Controlling an emergency situation such as a civil disorder is the acid test of the ability to lead. In such a situation, the police executive must exercise command in a highly charged atmosphere, making decisions immediately, often without advisors

at hand. Effective leadership requires fundamental understanding of the precise role of the department in such a situation; correct response to crisis situations will then depend, in great part, on careful preparation by qualified personnel.

The field commander is often crucial in gaining early control of the situation. Certain command qualities are inherent in effective field leadership. The qualities displayed by the field commander greatly influence the confidence and determination of the field forces.

Recommendations:

1. The Chief of Police should be responsible for all law enforcement resources used in emergency situations within the jurisdiction. The Chief of Police should immediately establish a system designating executive command in his absence, including a system of succession of command.

2. The Chief of Police or his designee should be available to take command at all times to assess the Department's needs in the involved area and in the remainder of the community. They should make decisions based on available information, and issue appropriate instructions to the Department to insure coordinated, effective deployment of personnel and equipment for controlling the incident and for efficient minimum policing of the remainder of the community. They should insure that all actions taken by police personnel deployed in the involved area are supervised and directed, and apply control measures according to established command and control plans and predetermined strategies.

Issue: Training for Civil Disorders

The Chief of Police must recognize his responsibility to insure that the Department's officers have adequate training, and not just equipment, to execute effectively the command and control plans. Thorough joint preplanning should provide for satisfactory training arrangements with departments (police and other) that will be furnishing aid under mutual assistance agreements.

Training by the Lawrence Police Department has consisted primarily of short (15 to 30 minutes) lectures by the Training Officer, one-hour film and lecture programs, and a one-week in-service training program at the Northeast Regional Police Institute.

Sergeants, lieutenants and captains have received little or no management training. The administration must understand that Civil Service examinations do not prepare one for management responsibilities on the level required by modern police departments.

Recommendations:

1. The Chief of Police should immediately establish formal training programs in emergency situation control administration, strategy, tactics, resources, and standard operating procedures.

2. Training should be provided to personnel at all levels of the organization and to personnel from other police departments and other agencies likely to participate in control operations.

3. Training should be scheduled during periods of peak personnel strength. Otherwise, it should be scheduled in advance

of anticipated events.

4. Formal instruction should be implemented through regional or state courses, as the Department is not large enough to develop adequate local programs.

5. Practical exercises should be conducted periodically to develop proficiency and teamwork. These should include field exercises for operational personnel to practice tactics and procedures, command post exercises for formulating strategy and evaluating existing and new procedures, regional exercises for familiarizing command personnel with mutual aid procedures and developing coordination between other local control agencies and nonpolice agencies, and criminal justice system exercises to develop coordinated participation of all interrelated criminal justice and noncriminal justice agencies.

Issue: Equipment

Equipment requests, as a resource management question, must be balanced against the potential frequency and scope of civil disorder. When Law Enforcement Assistance Administration ("LEAA") funding was available in the early 1970's, many departments used grant money to buy riot control equipment, wholly out of proportion to their organizational needs.

Given the current atmosphere of public fiscal austerity, the Equipment Priority Request List submitted by the Department should be reviewed. It does, however, accurately reflect a prolonged period of neglect of the Police Department by both City administrators and the Chiefs of Police. Many items on the list

are essential to effective police operations and must be provided by the City if it is truly committed to improving police service. Personal equipment as an issue is addressed elsewhere in this report.

Significant equipment deficiencies stand in the way of effectively implementing the recommended command and control plans. How much equipment is needed depends largely on the details of the command and control plan. We can nevertheless identify certain categories of equipment.

Recommendations:

If the Lawrence Police Department is to implement effectively its command and control plan for emergency situations consistent with the considerations outlined above, it should acquire:

Riot Helmets with Face Shields
Gas Masks
Riot Batons
Crowd Control Shields
Tactical Vests
Tote Bags
Tear Gas and Delivery Systems

While this list is not meant to exclude other equipment, the burden is on the Department to justify additional items.

Part 5 - Internal Discipline

General

The paramilitary nature of police service has traditionally demanded high standards of discipline from its members. Officer behavior is controlled to a greater degree than in most professions or services.

Discipline and accountability are essential to the police agency. Only an effective and responsive discipline system can maintain the integrity of the Department. The public will not support the police unless they are protected from police misconduct and corruption. This requires that inadequate policies and procedures must be changed, and officers guilty of misconduct must be corrected or removed.

Discipline, both positive and negative, is good for an organization. It helps to establish the organization's prestige in its occupational field and in the general community. Discipline maintains effective department performance and preserves morale. An inadequate discipline system many times will produce the opposite effect.

The members of the Task Force were struck by the fundamental misunderstanding of the concept of discipline throughout the Department and by the Mayor and Public Safety Alderman. Discipline was viewed only in negative terms, as punishment. The management style of the Chief perpetuates this misconception because he applies only negative discipline; hence, his reputation of being a disciplinarian when in fact there is very little discipline within the Department.

"The word discipline comes from the root word 'disciple,' which denotes one who receives instructions from another or who follows devotedly the expressions and actions of a respected leader. It is more accurately a term used in modern administration and management to denote a form of moral or mental training,

education, subjection to control and regulation, correction, and, finally, chastisement when the other, more positive means of corrective action fails," according to Supervision of Police Personnel, by Iannone. Discipline is not retribution.

The application of discipline is not for the agency head to undertake alone. Each level of supervision must apply discipline according to the officer's authority and responsibility. The failure to administer fairly-applied discipline does an injustice to subordinate, supervisor and agency alike. Without even-handed discipline, especially in law enforcement, low morale and inefficiency festers. Failure to conform to delineated rules, regulations, practices and procedures as well as the law should result in swift, fair, impartial and reasonably consistent discipline.

The Task Force has received many complaints about low morale in the Department. Though we recognize that most of the information was gathered just before the present collective bargaining agreement was signed, we still feel that the Lawrence Police Department has a serious morale problem.

The morale problem, we suggest, may be addressed in part by evaluating discipline in light of the foregoing.

Recommendations:

1. Management must insist on accountability on each supervisory level. Supervisory personnel must be trained to apply discipline fairly, effectively and appropriately.

2. When appropriate written rules, regulations and policies

have been established, the Chief of Police should insure that discipline is applied in a manner that insures compliance by all members of the Department.

Issue: Foundation for Internal Discipline

The goal of internal discipline is internal order and individual officer accountability. The administration of internal discipline must have a solid, formal, written foundation. It must provide penalties for proven misconduct and protection from false accusations. The administration of internal discipline should instill confidence in all parties involved in the process.

Formal, written policies, procedures and rules establish the standards for police conduct and redress for the three involved parties: the public, the Department and the officer.

The Lawrence Police Department does not now have formal, written policies, procedures and rules covering the administration of internal discipline or officer conduct.

Recommendations:

1. The Department should immediately establish formal, written procedures for the administration of internal discipline and an appropriate summary of those procedures should be made public.

2. Every officer should be given written rules for conduct and appearance stated in clear, concise language. The rules, which should be drafted with the input from personnel from all levels of the Department, should include one prohibiting a general class of misconduct traditionally known as "conduct unbecoming an officer."

This rule should prohibit conduct that may tend to reflect unfavorably upon the employee or agency.

Issue: Citizen Complaints

The public is more likely to cooperate with the police if they believe their complaints are heard. By providing adequate procedures for receiving complaints, the Chief of Police gains a valuable tool for gauging how well the officers perform and measuring rapport between the police and the public. And it is in the best interests of the Department that all instances of officer inefficiency and misconduct be revealed. Receiving and investigating all complaints is one method the Department can use to monitor police performance.

The Lawrence Police Department asserts that it maintains a complaint reception procedure administered by the Operations Officer. This individual also acts as Internal Affairs Officer, which limits his impartiality and may lead to a conflict of interest.

The Operations/Internal Affairs Officer spends inordinate amounts of time investigating officer abuses of sick time and injuries in the line of duty ("ILD"), both of which remain unusually high.

One can perhaps gauge the degree to which the public distrusts the Police Department by the fact that there is not one current complaint on file against any officer in the Department.

Recommendations:

1. The Department should provide formal procedures for

receiving both complaints and commendations from the public about the performance of individual officers.

2. Every person making a complaint should receive verification that his complaint is being processed by the Department. This verification should include a general description of the investigative process and appeal provisions.

3. Every allegation of misconduct should be investigated fully and impartially by the Department, and the results made known to the complainant or the alleged victim of the police misconduct. Personal discussion of this disposition between the parties should be encouraged. Everyone who either commends or complains about police action should receive follow-up communication.

III. Support Considerations

Part 1 - Recruitment and Selection

Issue: Minority Recruiting

Whenever there is a substantial ethnic minority population in a community, the police service can be improved by employing qualified members of that group. Whenever qualified minority group members fail to enter the police service of a community, the police cease to be the force of the people which our democratic system of government requires.

In 1967, the Report of the President's Commission on Law Enforcement and the Administration of Justice pointed out that, to a minority community, a police department comprising only nonminority police officers appears to be more an attempt to maintain an unpopular status quo than a means to maintain the civil peace. The image of an army of occupation is one the police must avoid.

Lawrence's population, by some estimates, is as much as 40 percent Hispanic, yet Hispanics make up less than 2 percent of the total sworn complement of the Department. Although the Hispanic community is the most notable, the following recommendations should be applied to all racial and ethnic groups.

Police officers in the City of Lawrence, in many cases, just cannot communicate with non-English-speaking members of the community.

Recommendations:

1. The Lawrence Police Department should make positive efforts to employ ethnic minority group members. The Department should take affirmative action to achieve a ratio of minority officers in approximate proportion to the makeup of the population.

2. The Department should develop and implement specialized minority recruiting methods. These should include assigning minority police officers to the specialized recruiting; liaison with local minority community leaders to emphasize police sincerity and to encourage referral of community applicants to the Department; recruitment, advertising and general public relations and crime prevention materials that depict minority group police personnel performing the police function; active cooperation of both the minority media and the general media in recruitment efforts; and emphasis on the community service aspect of police work.

Part 2 - Personnel Development and Training

Issue: Formal Personnel Development

Personnel development is directed not only toward improving the performance of incumbent personnel but also toward creating a pool of personnel qualified to serve as specialists, supervisors, commanders and executives. Personnel development includes career development and management development.

The limited lateral mobility within the police service

underscores the need to develop personnel. Police departments must fill most positions with the people available in the department. Therefore, today's recruit is tomorrow's specialist, supervisor, commander and chief. The importance of filling not only basic ranks but also advanced ranks with qualified personnel cannot be overemphasized.

The Lawrence Police Department must provide education, training and planned experience designed to bring all officers who participate voluntarily to their full potential as generalists, specialists, supervisors, managers or administrators. We stress the voluntary aspect because development is not something that can be forced on anyone. The motivation to develop must come from within the individual. The organization can only provide the opportunity for development; it cannot require it. Some officers are satisfied with entry-level positions and do not wish to advance. This attitude should be respected.

The Lawrence Police Department is fortunate in that it has a highly dedicated Training Officer. Unfortunately, there is a fundamental lack of understanding of the complete purpose of personnel development and training. Virtually all of the Department's training efforts are spent on maintaining minimum levels of competency, and to that end the Department's programs in firearms, first aid and CPR, and the annual in-service training conducted at the Northeast Regional Police Institute ("NERPI") are creditable. Beyond these minimum levels of competency, however, virtually no efforts are made to develop the personal potential of

officers. Nonsworn personnel are not provided with training.

Recommendation:

The Lawrence Police Department should develop and implement a comprehensive personnel development program designed to further officers' and nonsworn personnel's professional growth and to increase the scope of their present or future roles with the Department. This program should include multi-level training and planned experience through duty assignment rotation.

Issue: Promotion and Advancement

Written examinations commonly used to select personnel measure only the individual's knowledge, not his/her ability to apply that knowledge effectively on the job.

The Chief and every command and supervisory officer contacted during the conduct of this study were able to cite ideas and practices contained in the texts on which Civil Service promotional examinations are based. In addition, a number of these officers had completed the Command Training Program of the New England Institute of Law Enforcement Management at Babson College, which provides a 120-hour basic management theory course for police personnel. Yet, there appears to be an inability to implement any of that knowledge.

Formal training, education, experience and performance evaluation should be included in assessing an officer's potential for assuming the next higher level of responsibility.

Currently, there is an absence of applied management and supervisory training. Interviews indicated that the Chief of

Police does not attend management conferences and seminars, nor does he attend regional or state Chiefs of Police Association meetings.

The Lawrence Police Department currently has a number of command positions filled by "acting" captains, lieutenants and sergeants. This provides the Public Safety Alderman, as appointing authority, with a tremendous amount of discretionary power in administering promotions and advancements. There is no formal procedure for evaluating personnel for promotion to acting command positions, and the fact that the appointing authority (Public Safety Alderman) is an elected position makes all such promotions subject to political considerations.

Recommendations:

1. The Chief, command staff, and supervisors of the Lawrence Police Department should actively seek out and attend applied management and supervisory training programs offered by NERPI, the Criminal Justice Training Council, local universities and colleges, and professional associations.

2. The Department should immediately begin a periodic evaluation of all personnel in terms of their potential to fill positions of greater responsibility.

3. The selection of personnel for advancement and promotion should be based on criteria that relate specifically to the responsibilities and duties of the higher positions. These criteria should govern the appointment of acting command personnel as well as permanent appointments.

4. The Public Safety Alderman should delegate his appointment and assignment authority for police personnel to the Chief of Police until the new charter becomes effective, exclusive of the Chief of Police.

5. Given the need for flexible management and leadership inherent in the modern role of the police chief executive and the complementary need for public and intra-governmental accountability, the position of Chief of Police, Lawrence Police Department, should be exempted from the provisions of the Civil Service Laws. In the future, the position should be governed by a performance-based contract of specified duration.

Part 3 - Employee Relations

The police chief is usually held more accountable by the public and elected officials for the activities of his/her personnel than most other public agency officials. He/she is expected to recognize and respond to the problems of the community more than any other local department head.

Police employees' conduct and employee organization activity depend on the attitude and programs of the Chief of Police. If his/her reaction toward employee group activity encourages employee cooperation, the police chief can promote an atmosphere of effective employee relations.

In some cities, such as Lawrence, employee relations are soured by internal conflicts and tensions prevailing within the Department. The influence of the police chief can be a significant

factor in improving employee relations by maintaining an effective team approach and keeping internal problems minimal. The police chief may be able to alleviate potential problems by anticipating those problems and adjusting programs, procedures or organizational structure.

Issue: The Police Chief and Employee Relations

Police employees, like other workers, want fair compensation and good working conditions. The Chief of Police must always consider the employees' personnel benefits and working conditions in relation to those of other law enforcement agencies and other public employees. Some issues may be beyond the Chief's authority, but the Chief can initiate the process to make needed changes. If he does not assume this responsibility, some other person or group may.

The Chief of Police should provide for the effective exchange of information within the agency. He should know what his employees want and how they feel, and should act on this information. He should also inform all of his employees of his views and the planned activities of the Department. This two-way exchange of information can minimize errors and smooth the way for implementation of many Department policies and programs.

There is currently an adversarial relationship between the Chief and the two major employee organizations within the Department. There is no two-way exchange of information.

Recommendations:

1. The Chief should actively participate in seeking

reasonable personnel benefits for all Police Department employees.

2. The Chief should provide an internal two-way communication network to facilitate the effective exchange of information within the Department and to provide himself with the feedback necessary to run the Department smoothly.

3. The Department should promulgate written policy that acknowledges the police employees' right, subject to certain limitations, to engage in political and other activities protected by the First Amendment, and that specifies proper and improper employee conduct in these activities.

4. The Chief should become thoroughly familiar with the labor contracts affecting all employees of the Department.

Part 4 - Personal Equipment

Issue: Uniforms

A police officer's appearance not only affects his efficiency, demeanor and morale, but also reflects on his/her fellow officers, his/her department, and the community he/she serves. The word "uniform" implies that uniformed members of the Department should wear identical apparel and personal equipment. If there is no uniformity in appearance, then there is no uniform.

During the on-site visits by the members of the Task Force, one striking feature of the Department personnel was their non-uniformity of appearance; summer versus winter uniforms, nylon versus leather patrol jackets, ties versus no ties.

The condition of the uniforms is another part of this issue.

It appears that the annual uniform allowance for each officer is not being used to replace worn uniform parts.

Recommendations:

1. The Department should strictly enforce uniform regulations.

2. Uniform allowances should not be distributed in cash or by check to the individual officer. A list of approved vendors should be provided with identical specifications. When an officer needs a new uniform item, he/she should get a purchase order from the Department and obtain the item from the vendor. This is the only way to exercise management control. Otherwise, the annual uniform allowance may become simply a nontaxable salary supplement. We believe that this recommendation is consistent with the new patrolmen's collective bargaining contract (Page 13).

Issue: Firearms and Auxiliary Equipment

The amount and variety of equipment manufactured for police use have increased dramatically, including both new products and variations of traditional equipment. Today's police chief, when selecting the personal equipment to be used by the officers of his agency, has a broad choice. As a result, he/she must research available products to meet the needs of his/her department effectively.

Once an item of equipment is selected, it should be the only type issued for agency use. Interchangeability of firearms, ammunition, handcuffs and keys, and other equipment reduces department purchasing and maintenance costs, simplifies training,

and facilitates field operations, especially in emergencies.

The Lawrence Police Department is currently operating with 1960 vintage sidearms and holsters and other personal equipment.

Recommendations:

1. The Department should establish written specifications for Department-approved sidearms and ammunition to be carried by officers on uniformed duty, plainclothes duty, or off duty. The specifications should include type, caliber, barrel length, finish and style of the sidearms. A specific type of ammunition should be designated. The Department should provide all firearms, ammunition and holsters to the officers.

2. The Department should provide the officers of every cruiser unit with a shotgun and appropriate ammunition. An easily accessible shotgun receptacle that can be locked should be permanently installed in every vehicle.

3. The Department should designate all items of auxiliary equipment to be worn or carried by its uniformed officers. To insure intra-department uniformity, the approved type, size, weight, color, style and other relevant variables of each auxiliary equipment item, along with the position on the uniform or belt where it is to be worn or carried, should be specified in writing.

4. The Department should initiate a program of regular, frequent equipment inspections to insure that personal equipment items conform to Department specifications.

5. All Department personnel should be adequately trained in

the use of all items of equipment specified by the Department.

Part 5 - Transportation

Issue: Transportation System

The Department transportation system is one of the most important responsibilities of police management. After salary costs, transportation-related costs are the most expensive item in the typical police agency budget and represent the greatest fiscal management challenge to the Police Department.

Planning for the acquisition of transportation equipment will shape the Department's entire transportation system. The method of acquisition cannot be separated from decisions regarding the provision of maintenance for the vehicle. Acquisition and maintenance policies will greatly influence the use that will be obtained from the equipment, and will determine the cost-effectiveness of the entire transportation system.

Recommendations:

1. The Department should have an annual budget item established for planned replacement of cruisers.

2. The City should have the mechanic for the police vehicles (currently assigned to the municipal garage) work at the police station. The City should equip the garage area of the police station with a lift and other necessary tools and machinery, including diagnostic equipment, an absolute necessity for newer vehicles. Since the current mechanic was assigned exclusively to police vehicles, the maintenance costs on the vehicles have decreased 60 percent.

3. The Department should purchase two additional cruisers to fully mobilize the proposed one-officer deployment.

4. The Department should purchase at least one prisoner transport wagon with segregated cells so that males, females and juveniles can be transported at one time. This is an absolute necessity for a city the size of Lawrence. A wagon also has tremendous psychological value as a patrol vehicle.

5. The City or Department should consider bulk purchases and competitive bidding procedures for maintenance and repair costs, and should also consider costs of items under State contracts.

6. The Department should implement a daily checksheet to be submitted at the end of each tour of duty, one copy to either the Shift Commander or Supervisor and one to the Department mechanic. The Shift Commander's copy should be forwarded to the staff officer responsible for fleet administration. A vehicle check should also be conducted by the incoming platoon, thereby increasing personal accountability of the officers.

7. The Department should consider the implementation of a plan under which the officers on any given shift will always have the same vehicles assigned to them. This increases accountability, provides a sense of ownership, reduces abuse of equipment and generally results in better upkeep and appearance.

8. Training programs for police cruiser maintenance for the mechanic should be utilized where possible. Most programs are conducted by the manufacturer and are free.

9. The Department should develop and implement a records

system for daily, weekly, monthly and yearly documentation of fuel consumption, repair records, inventory control, cruiser accidents and damage, and related expenses.

10. The Department should standardize the emergency equipment (mobile radios, emergency lighting and sirens) installed in and on the cruisers to enhance performance and operation and to facilitate maintenance.

Part 6 - Communications Operations

General

To most people in the United States, the police are no farther away than a telephone. The Braintree (Massachusetts) Police Department reinforces this as part of its community relations efforts by visibly marking each of its cruisers with the slogan "Help at your Fingertips."

However, many times police personnel fail to give enough thought to the importance of a successful telephone call and a prompt response. A busy signal, a prolonged series of rings or internal telephone transfers, discourteous communications center personnel, or the late arrival of a response unit will almost always bring public criticism and sometimes even condemnation. Most important, of course, is the fact that an inefficient communications system can result in serious injury or loss of life to the victim of a crime or accident and can hamper apprehension of criminal offenders.

Delays in response to requests for service result from the

lack of an effective, integrated police communications system, including telecommunications, communications center operations and radio communications. Yet few citizens are likely to criticize the communications system itself - just the late arrival of the police officer. The police communications system is a crucial part of the Department.

The Lawrence Police Department is severely deficient in both the operation and equipment of its system. Unless procedural revisions and the upgrading of equipment are undertaken, police operations already adversely affected by this problem may result in tragic consequences.

Issue: Police Telecommunications

The telephone is the primary link between the police and the community they serve.

Police communications systems are judged entirely on their speed and accuracy. These two factors are critical in determining the response time of field units. Rapid field unit response is directly related to increased apprehension rates. A rapid, accurate telecommunications component thus has a direct bearing on operational costs, efficiency and effectiveness.

The Lawrence Police Department uses the same lines for business and emergency calls. Under this system, an emergency caller may be forced to wait for non-emergency business to be completed before he/she can request police assistance.

Recommendations:

1. The Department should immediately install a sufficient

number of emergency trunk lines in addition to, and separate from, business trunk lines.

2. The Department should obtain single, universal emergency telephone service (911) and should assess the feasibility of implementing an enhanced system (E-911).

Issue: Communications Center Operations

The nerve center of the police communications system is the Communications Center. It is here that calls for service are received and responding units dispatched. Its effective operation is critical to the provision of satisfactory police service to the community.

Relations between the police and the public can be improved by emphasizing the proper use of the telephone. The quality of telephone response can be monitored by routinely placing test calls through the Department switchboard and tape recording the response. When all telephone use is recorded, employees are naturally more conscious of their demeanor. Supervisors should review tapes periodically to determine the quality of police use of the telephone. For the average citizen, an occasional telephone conversation may constitute the only encounter he/she will have with the police department; it should be a positive one.

In cities, such as Lawrence, in which there is a sizable non-English-speaking population, personnel with alternative language capabilities should be available to receive requests for assistance 24 hours a day. The Lawrence Police Department does not have this capability at this time.

Officers and nonsworn personnel staffing this duty station must not be hampered by undue distractions. The Communications Center cannot continue to be used as a gathering spot for officers waiting to go on patrol or who have returned from patrol.

Recommendations:

1. The Department should utilize recording equipment that will allow continuous recording of all incoming telephone calls.

2. The Department should provide bilingual personnel to staff the communications center 24 hours a day, seven days a week.

3. The Chief should establish and enforce regulations controlling access to the Communications Center by personnel not assigned to duty there.

4. The Chief should remove the television set from the communications console, where it interferes with Communications Center operations.

Issue: Radio Communications

Effective command and control of police resources depend on effective communications, and effective communications depends on planning and equipment. The Lawrence Police Department lacks adequate communications equipment, primarily because of its failure to plan or to develop an equipment schedule in conjunction with annual budgetary preparations. Present equipment is, in many cases, outmoded or limited in range and frequency.

Because of the tremendous versatility and efficiency derived from tactical frequencies and multi-channel radio systems, these types of equipment should be incorporated into the present

communications system.

The most immediate police communications need is for portable radios that will link every officer to the department, regardless of whether he/she is in a patrol vehicle. The Department currently maintains 31 portable radios for a department with an authorized strength of 122 sworn personnel. The entire Detective Bureau has only 2 portable radios.

Recommendations:

1. The Department should upgrade its radio communications system to include the following, as a minimum:

New repeater
New satellite repeater
Upgraded mobile units
Portable units for all officers on duty.

2. The Department should consider assigning a portable unit to each officer as a personal item of equipment, thus providing increased responsibility and increased coverage.

3. The Department should operate recording equipment which will allow continuous recording of every radio transmission.

Part 7 - Management Information Systems

Issue: Computerization

Computerization in police operations, particularly in information systems, is one of the current trends in police administration. In assessing the management information system ("MIS") requirements of the Lawrence Police Department, many in the command staff expressed the belief that computerization of the

information systems would solve existing problems.

The Department currently maintains no computer capability other than the Criminal Justice Information System ("CJIS") terminal interfacing the Department with LEAPS, DRIVES, and NCIC. All files are manually filed, searched and retrieved.

A general fallacy holds that a computer system solves all problems in an organization. A computer, or automated data processing ("ADP") system, merely facilitates and expedites the overall management information system. The Lawrence Police Department is not ready to implement a computer system at this time.

Recommendations:

1. The Lawrence Police Department should establish an effective manual system of record-keeping. To attempt to establish a computer-assisted system when specific reports, specific procedures, and a plan of action do not exist would only compound existing MIS problems.

2. The Department should establish a committee of four or five persons of various ranks in the Department to visit other Massachusetts departments with existing computer systems. With the guidance of a knowledgeable outside source, the group should establish a long-term (five-year) plan to develop an MIS for the Department.

Issue: Incident Report

When a report is required after a call for service is completed, the officer now returns to the station to type a report

that is in a completely narrative format. Reports which are narrative and subjective in nature are of little use in preparing to computerize a system. An incident, when viewed by a number of officers required to submit a narrative, will result in as many versions of the incident as there were officers responding to the incident.

Recommendation:

The Lawrence Police Department should develop and implement an incident report form using a forced-choice format. The officer should be able to complete the report by completing boxes or check-offs, with a minimum narrative to clarify or qualify the forced-choice responses. The use of the forced-choice format would require the Department to standardize the report format, which is a prerequisite to computerization.

Issue: Uniform Crime Reporting ("UCR")

Currently, the Lawrence Police Department is the only city police department in the Commonwealth not participating in UCR.

Recommendation:

The Lawrence Police Department should immediately resume participation in UCR.

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Appendix A

LAWRENCE

Community Data

Compiled by the Merrimack Valley Planning Commission Date: 1982

Location

Metropolitan Center	Distance
Boston	26 miles
Lowell	10 miles
New Bedford	80 miles
Springfield	101 miles
Worcester	50 miles

Education

Level	Schools	Students
Elementary	15	6,857
Jr.High/Middle	0	
High School	1	1,578
Private/Parochial		2,954
Vo-Tech	Greater Lawrence	1,258
Colleges		

Libraries

Lawrence Library Volumes - 229,676

Population

1960	1970	1980
70,933	66,915	63,175

1985*	1990*
59,136	56,570

*Projected

Medical

Hospitals - Lawrence General 361 Beds

Doctors - 67 Dentists - 49

Climate

Average Temperature	25.8°F	January
	72.6°F	July
Average Annual Precipitation	39.83 inches	

Taxes 1982

Local

	Rate/1000	Assessment Ratio
Industrial	$23.23/$1,000	100%
Commercial	$33.62/$1,000	100%
Residential	$33.62/$1,000	100%

State

Corporate Income	9.5%
Retail Sales	5%
Gasoline	10.4c
Individual Income: Earned	5%
Individual Income: Surtax	7.5%

Land Use

Density: 9,359/square miles
Square Miles 7.36
U.S.G.S. Topographic Plate: Lawrence 1941-1966
Predominant Soils: Hinkley-Windsor-Merrimac Assn.

Transportation

Highways

Interstates 93 and 495

Motor Freight Carriers

Company	Distance to Terminal
Begley-McLaughlin-Mayflower	Lawrence
E.W. Fraser, Inc.	Lawrence
Jefferson, Inc.	Lawrence
Lawrence Tank Services	Lawrence
M & M Trucking	Lawrence
M & G Trucking	Lawrence
Robinson's Express	Lawrence
Service Company of Mass.	Lawrence
WinWar's Express	Lawrence

Air

Nearest Airport: Lawrence Municipal
Runway Length: 3,900 feet; 5,000 feet
Surface: Asphalt
Commercial Service: Yes

Bus Companies

Merrimack Valley Regional
Transit Authority
Trombly
Trailways

Waterways

Merrimack River
Port of Boston

Housing

Total Units: 25,992
Owner: 32%
Rental: 68%
Single Family: 5,565
Year Round: 25,992

Utilities and Services

Electricity

Supplier: New England
Power Company
Distributor: Massachusetts
Electric Company

Water

Supplier: City of Lawrence
Water Department
Source: Merrimack River
Safe Yield: Essentially
Unlimited
Avg. Daily Demand: 9.0 mgd
Max. Daily Demand: 12.0 mgd

Sewers

Storm Sewer Coverage: 100%
Sanitary Sewer
Coverage: 100%
Treatment Plant: Secondary
(Regional)
Capacity: 52 mgd
Present Load: 32 mgd
Solid Waste Disposal:
Sanitary Landfill

Natural Gas

Supplier: Tennessee Gas
Algonquin Gas Transmission

Distributor: Bay State Gas
Company

Other Fuels

Fuel Oil Distributors: 19
Coal Source: 3
LP Gas Distributors: 0

Labor Analysis

SMSA Lawrence-Haverhill
Labor Force: 37,765 (9/82)
Unemployment Rate: 9.3% (9/82)
High School Grads: 299 (1982)

Government

Type: City Council/Mayor
Planning Board
Industrial Development Agency
Zoning By-Law

Special Districts

Congressional: 5th District
State Senatorial: 2nd Essex and Middlesex
State Representative: 14th, 16th, 17th Essex

Financial Institutions

Banks: 3, 2 branches
Assets: $908,456,000
Savings and Loan Assns: 3
Assets: $505,256,000

Industrial Zones/Parks

Interspersed along Merrimack River, Broadway and South Broadway

Communications

Newspapers
Lawrence Eagle-Tribune Daily

Television
Broadcasts - 0 Receives - 6
Cable TV

Radio
Broadcasts Receives
WCCM, WCGY, WLLH, WSSH, WSSM

Community Facilities

Churches
Protestant - 45 Jewish - 2
Catholic - 13 Other - 15

Motels and Hotels
1 having 118 rooms

Shopping Centers
Central Business District

Recreational Facilities Cultural Facilities

Lawrence Common (park)
2 Swimming Pools (public)
8-Movie Theater Complex
Stadium

MAJOR MANUFACTURING EMPLOYERS

Company	Product/Service	Employees
Associated Environmental Systems	Environment Test Equipment	300
Bolton-Emerson, Inc.	Paper Mill Machinery	300
Cardinal Shoe Corp.	Women's Shoes	350
Craig System Corp.	Electronic Shelters	375
W.R. Grace & Co.	Women's Shoes	1,400
Greico Bros., Inc.	Men's Clothing	1,000
Honeywell Information Systems, Inc.	Computer Peripheral Products	700
ITT Semiconductors	Semiconductor, Components Modules	750
Jo-Gal Shoes, Inc.	Shoes	450
Malden Mills, Inc.	Pile Fabric Mills	2,300
Millen Industries, Inc.	Shoe Cartons	500
Oomphies, Inc.	Women's Footwear	400
Shutzer Manufacturing Co., Inc.	Outerwear	300
Watts Regulator Co.	Plumbing and Heating Equipment	1,000

HISTORY

In 1845, a group of Boston financiers formed the Essex Company for the purpose of utilizing the water power of Bodwell's Falls in the Merrimac River. By 1848, this Essex Company had completed the dam, constructed two canals, erected a machine shop for the building of locomotives, reservoir on Prospect Hill, gas works, fifty brick buildings, a large boarding house and plants of the Atlantic Cotton, Pemberton, Upper Pacific and Duck Mills. This city was built and populated almost overnight, but at the beginning, it was lacking many of the actual necessities of community life. The first store was set up near the Andover Bridge by Amos Pillsbury in 1846, who brought supplies up the river. The Boston and Maine Railroad introduces passenger train service in 1847. The builders of this city made Lawrence one of the greatest textile centers in the nation. Some of the original mills remain in Lawrence today and the city continues to be of major importance as a textile center but has sought in recent years to diversify its economic base and attract industries and manufacturing products other than textiles.

For More Information

Economic Development & Industrial Corp.
Lawrence City Hall
200 Common Street
Lawrence, Massachusetts 01840
(617) 686-3986

Appendix B

Comments on Change of City of Lawrence Charter

by Lawrence S. DiCara, Esquire

I have been asked to review the present and soon to be operative Charters of the City of Lawrence to analyze the chain of command in the Police Department. Our goal is to ascertain whether the Lawrence Police Department is so organized as to encourage efficient police response. In responding to this assignment, I will review briefly the laws regarding the Police Commissioner of the City of Boston, the present Charter of the City of Lawrence and the Lawrence City Charter which will be operative in January, 1986 and make some general comments about the structure of City Government.

The General Laws of the Commonwealth give the executive official of a City or a Town the right to appoint a Chief of Police. The Chief of Police gathers his executive authority from the Mayor or Board of Selectmen and/or Manager. Chapter 41, Sections 97A and 98 prescribe the general powers possessed by police officers. Inherent in any analysis of these Sections of the General Laws is an understanding that the Chief of Police shall be the chief administrative officer of a municipal police department. Such has not been the case in the City of Lawrence.

Beginning in 1906, Lawrence has had a "commission" form of government which provides for a City Council which consists of 5 members, the Mayor and 4 Aldermen. Under Chapter 621 of the Acts of 1911 there is a "department of public safety" which is described by the following sections of said Chapter 621:

Section 40 ... The department of public safety shall include the following subdepartments and all boards and offices connected therewith, to wit: - Police, fire, lighting, wiring, weights and measures and conduits.

Section 41 ... Every such official or board shall be subject to the rules, regulations and orders of the member of the city council in charge of his department, except as otherwise provided in this chapter, by the General Laws or by ordinances of the city council.

Section 43 ... Each member of the city council shall manage the department over which he shall be elected director, subject, however, to the supervision and control of a majority of the members of the city council, acting jointly, except as otherwise provided in this Act.

Therefore, the City of Lawrence does not have a traditional Mayor/Chief relationship at this time. All other things being equal, I would consider this type of system to be at best confusing and inefficient.

The new City Charter (Chapter 425 of the Acts of 1983) provides for a strong Mayor, as evidenced by the following sections:

3.7 Appointment to City Offices, Removal

(a) Appointments - The mayor shall submit to the City Council, unless otherwise provided, the names of all persons he desires to appoint as a department head or director of any city agency. The City Council shall refer all such candidates to the Standing Committee on Personnel and Administration which shall investigate all such candidates for confirmation and make a report with recommendations to the full City Council not less than seven nor more than twenty-one days following such referral. A nomination of the Mayor shall be confirmed by a majority vote of the Council... If the City Council has taken no action, said appointments shall become effective on the thirtieth day following the date the name has been received by the City Council.

4.2 Executive Powers, Enforcement of Laws

The executive powers of the city shall be vested in the mayor and may be exercised by him either personally or through the several city agencies under his general supervision and control. The mayor shall cause the laws, ordinances and orders for the government of the city to be enforced, and he shall cause a record of all his official acts to be kept.

4.6 General Supervision of City Agencies

The mayor shall exercise a general supervision and direction over all city agencies. Each city agency shall furnish to him, forthwith upon his request, any information relative to such agency as the needs of his office and the interest of the city may require.

Section 6. ADMINISTRATIVE ORGANIZATION

6.1 In General

The division of the city into operating agencies for the efficient and convenient conduct of the business of the city and the provision of the city services shall be determined by the provisions of an administrative code adopted by the city council in accordance with the procedures established in this article.

6.3 Scope of Proposed Plans

Except when an express provision is otherwise made by general law or by the charter, an organization or re-organization plan may reorganize, consolidate, or abolish any existing city agency in whole or in part, establish new city agencies and prescribe the manner of appointment, the term of office, and, if a multiple member body, the number of members thereof, and define and describe the powers, duties, functions and responsibilities of any city agency. All city agencies under the direction and supervision of the mayor shall be headed and administered by officers appointed by the mayor as provided by the Charter, ordinance or by law.

The Police Chief is appointed by the Mayor under Section 6.5. Such an appointment is subject to the confirmation of the City Council. Since Section 6.5 makes specific reference to Civil

Service, I will assume, unless otherwise advised, that the Civil Service laws (which by their very nature limit the number of people eligible for appointment to such a position) are applicable in this case.

It is interesting to note that Section 3 of the Administrative Code (which it appears can be amended by ordinance), calls for a Director of Public Works as follows:

> ... The Director of Public Works shall be a person especially fitted by education, training and experience to perform the duties of the office. Desirable qualifications to be considered in making such appointment although not mandatory, shall include: graduate of a recognized college or university with a degree in civil engineering, certification as a registered professional engineer, experience in a variety of public works construction and maintenance programs, considerable knowledge of the principles and practices of public works, demonstrated ability as an administrator, demonstrated ability in the planning, assignment and supervision of personnel and demonstrated ability to manage a public works budget.

Thus the Director of Public Works appears not to be a civil servant; there are specific qualifications for the job other than longevity (often one of the chief prerequisites under the Civil Service system). Therefore, it might be advisable in order to have a "more professional" chief to amend the Administrative Code by ordinance according to the terms of Section 3.8(a) and Section 4.9. Doing so would probably be easier in the immediate future, prior to the new Charter actually taking effect.

Under the new system, a Chief of Police will present a budget to the Mayor who will review it and then (as is the traditional manner for the Chief Executive Officer of a municipality) present

it to the City Council for their approval. Although the Chief can approach the Council and speak before the Council on these matters, it is rather apparent that the Mayor will be the key figure inasmuch as he shall appoint the Director of the Department of Budget and Finance as provided for by the Administrative Code.

Section 5 Department of Budget and Finance

> There shall be a department of budget and finance which shall be responsible for the overall budgetary and financial administration of the city. The department of budget and finance shall include the following subdepartments: Treasury/Tax Collection, Auditing, Purchasing, and Assessing.
>
> The department of budget and finance shall be headed by a director who shall be appointed by the mayor according to the provisions of the city charter. He shall be professionally qualified as a financial administrator by virtue of education, training, and previous experience. The director of budget and finance shall assist the mayor in preparation of an annual operating budget for all city agencies, and shall, in cooperation with the city comptroller, administer the operating budget throughout the year. He shall assist the mayor and the heads of all city agencies in development of capital outlay program and the preparation of a capital improvement budget. The director of budget and finance shall be responsible for the development and administration of a comprehensive management information system.

I find no specific language in the new Charter dealing with the rights of elected officials to take leaves of absence from public positions, other than some cursory references in the so-called Code of Ethics. I expect that this Charter would mandate that any person who is an elected official would of necessity resign his appointed position, lest there be the "appearance" of a conflict of interest as suggested in Massachusetts General Laws Chapter 268A.

Having spent so many years dealing with the budget of the City of Boston and the rather unique relationship that the Police

Commissioner in Boston has to its police department, I am taking the liberty of making some reference to it.

As well known, beginning in 1906, Chapter 291 provided for the appointment of the Police Commissioner by the Governor. Section 10 of that law provided as follows:

> "The police commissioner shall have authority to appoint, establish and organize the police of said city and to make all needful rules and regulations for its efficiency."

Section 14 provided as follows:

> "Said police commissioner shall annually in the month of December make a report to the governor. The records of said police commissioner shall at all times be open to the inspection of the governor, the mayor of said city, and of such persons as may be designated by either of them.

When the Mayor of Boston regained the power to appoint a police commissioner under Chapter 322 of the Acts of 1962, the basic powers of the police commissioner were retained:

> Section 10. "The police commissioner shall have authority to appoint, establish and organize the police of said city, and shall appoint from said police, and as a part thereof, a superintendent of police, who shall receive such annual salary as shall from time to time be fixed by the police commissioner with the approval of the mayor.
>
> The police commissioner shall appoint from said police and as a part thereof such number of deputy superintendents, captains and other officers as he may from time to time deem proper."
>
> Section 11. The police commissioner shall have cognizance and control of the government, administration, disposition and discipline of the department, and of the police force of the department and shall make all needful rules and regulation for the efficiency of said police;..."

In addition, partially in response to the series of political

appointees who had served as police commissioner by gubernatorial appointment, there was a clause inserted in Section 7 of the Revised Law which provided that "Such officer shall at the time of his appointment have had at least ten years experience as a member of a federal, state or local police force or law enforcement agency." There is no reason why a similar qualification could not be legislated for the City of Lawrence.

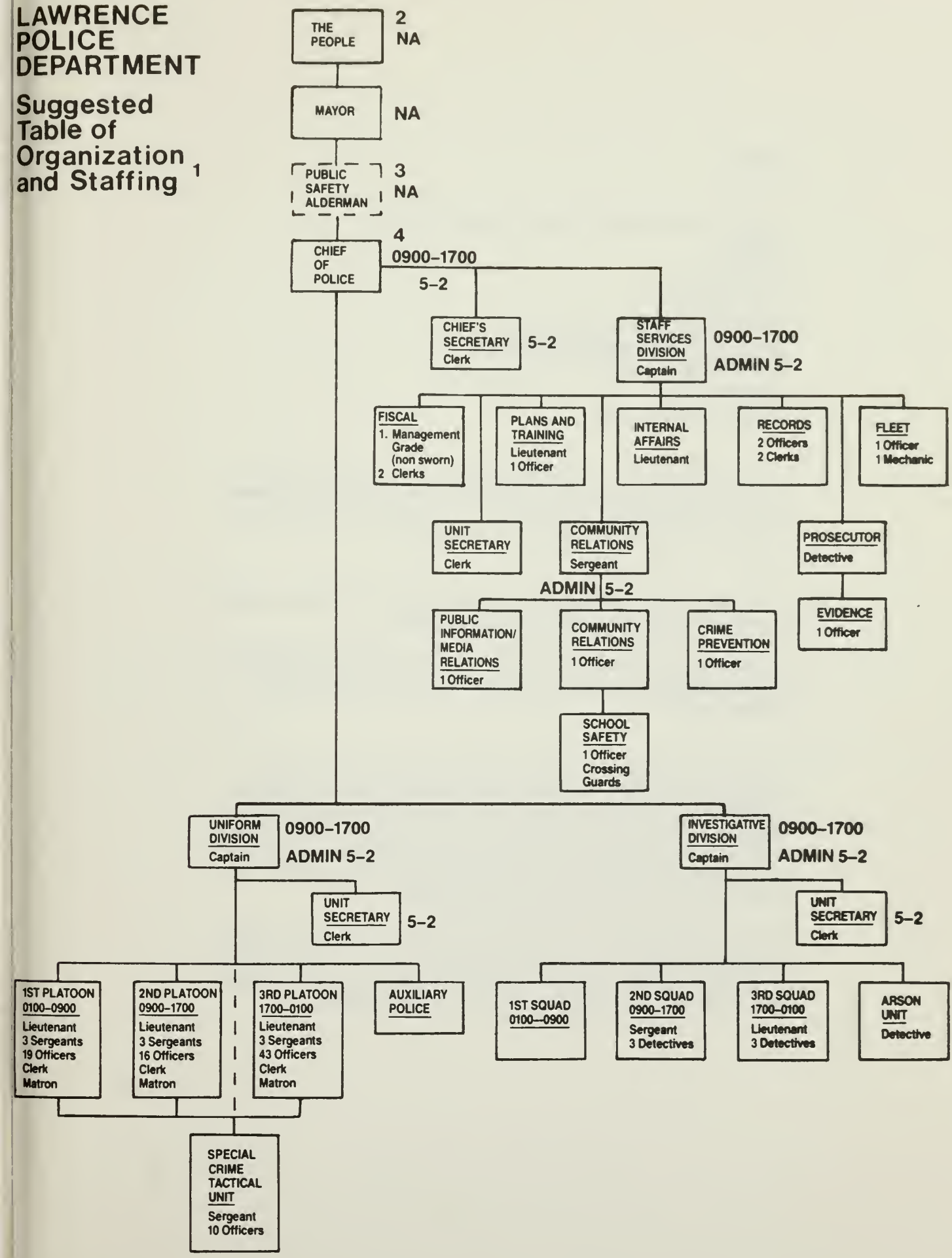
I conclude that the new City Charter for the City of Lawrence is far superior to that which has been in existence all these years. I believe that the Chief of Police could be in a much stronger position were he free of the civil service requirements which are presently in place. In an ideal setting, I would suggest that the Mayor have the power to appoint a Chief of Police outside of the requirements of Massachusetts General Laws Chapter 31 since I have long believed that civil service limits the true ability of a chief executive officer to exercise firm executive controls of his municipal departments. In the event that such an initiative were undertaken, it would be preferable that it be done before the new City Charter is in force. It would probably require a home rule petition prior to the new City Council's taking office, but would only require an ordinance to amend the administrative code thereafter.

May 22, 1985

Appendix C

LAWRENCE POLICE DEPARTMENT

Suggested Table of Organization and Staffing [1]



NOTES

1. Table is based on the following staffing levels:
   1 Chief
   3 Captains
   6 Lieutenants
   12 Sergeants
   100 Patrol Officers/Detectives
   1 Management Grade (Non-sworn)
   11 Clerks (Non-sworn)
   1 Mechanic
   Matrons (Tours Only)

2. It is recognized that tables of organization normally reflect internal structure only. Because of the scope of the problems facing the Department, the chain of command and accountability to the external entities are included.

3. The Public Safety Alderman position will be eliminated under the charter revision effective January 1986.

   Personnel assigned to the Public Safety Alderman and the City Solicitor should be reassigned to duties within the Department.

4. All tours of duty are 4–2 (four days on 2 days off) unless otherwise specified, excluding the Staff Services Division in which sworn personnel work an Administrative 5–2 (0900–1700) and non-sworn personnel work 5–2 (0900–1700), and the Special Crime Tactical Unit which works a 4–2 schedule but are assigned 3rd Platoon/2nd Platoon/3rd Platoon/2nd Platoon/off/off unless otherwise directed.

   Platoon assignments of officers is based on calls for service analysis in which twenty-four percent (24%) of calls occurred from 0100–0900, twenty percent (20%) occurred from 0900–1700, and fifty-six (56%) occurred from 1700–0100.

Appendix D

Lawrence Police Survey Task Force

William M. Cloran, Esquire

William M. Cloran is currently of Counsel with the law firm of DiCara, Selig, Sawyer & Holt.

Mr. Cloran has an extensive educational background. He is a graduate of Boston College, majoring in Business Administration. He received his law degree from Suffolk University Law School. Mr. Cloran also possesses a Masters in Public Administration from the John F. Kennedy School of Government, Harvard University and a Masters in Education from Boston University. In addition, he has attended various legal and management seminars.

Mr. Cloran's experience includes service as a Massachusetts State Police officer (8 years), Assistant Clerk to the Supreme Judicial Court for the Commonwealth and Suffolk County (11 years) and General Counsel to the Massachusetts Department of Public Utilities.

Mr. Cloran has held positions as Senior Lecturer and Special Faculty at Northeastern University, Law Enforcement Program and Suffolk University Law School, respectively. He has broad experience lecturing law and police courses at police academies.

Mr. Cloran has authored "Civil Law and Criminal Justice" (Northeastern University text) and "Municipalities Take a Risk by Failing to Provide Adequate Training" (The Municipal Forum, Summer, 1984, p. 33).

Mr. Cloran has been admitted to practice before the Massachusetts Bar, United States District Court and the United States Court of Military Appeals.

James J. Martin

Mr. James J. Martin is the current Chief of Police of Narragansett, Rhode Island. He has extensive experience as a police administrator.

Chief Martin obtained a Bachelor of Science Degree in Criminal Justice from Northeastern University in 1973. A Masters Degree in Public Administration was conferred upon him by the same university.

Chief Martin has lectured various Criminal Justice programs at Northeastern University, Rivier College and Roger Williams College. He is a graduate of the F.B.I. National Academy.

Prior to his appointment as a Chief of Police, Chief Martin held many positions of responsibility as a member of the Massachusetts State Police. His duties included Substation Commander, Director of Training at the Massachusetts State Police Academy, Commander of the Narcotic Unit and Commander of the Major Crime Unit.

James G. Port

James G. Port, now a lecturer in law enforcement and consultant, is retired from the Massachusetts State Police.

Mr. Port's education includes a Bachelor of Science degree in Law Enforcement from Northeastern University. Mr. Port has also completed graduate courses in law enforcement.

Mr. Port, while a State Police Officer, was Project Director of alcohol detection through breath testing in Massachusetts. In addition to lecturing a number of law enforcement courses, Mr. Port was chief instructor in radar for the Massachusetts State Police. Mr. Port is on the part time faculty of Northeastern University.

Mr. Port is the past Commander of the Traffic Section of the Massachusetts State Police. His duties included developing and administering various programs.

Mr. Port retired with the rank of Captain, Massachusetts State Police.

Lawrence S. DiCara, Esquire

The Honorable Lawrence S. DiCara is a partner with the law firm, DiCara, Selig, Sawyer & Holt. He is a member of the American, Massachusetts and Boston Bar Associations, where he serves on the Municipal Law Committee.

He is a cum laude graduate of Harvard University, a graduate of Suffolk University Law School and possesses an M.P.A. degree from the John F. Kennedy School of Government, Harvard University.

Attorney DiCara is a former member of the Boston City Council and was Chairman of the Committee on Planning and Development for that body. He held the position of President of the City Council.

Attorney DiCara serves as an Overseer of the New England Medical Center and as a Director of the Harvard Cooperative Society, Rogerson House, the Robert F. Kennedy Action Corps and the Greater Boston Council of the Boy Scouts of America.

He has authored many articles, law review articles and papers. He has lectured at various universities, including the John F. Kennedy School of Government, Harvard University.

Martha A. Dula

Ms. Martha A. Dula is currently the principal of The Brewster Lowe Group, Inc., a Boston based consulting firm.

Ms. Dula received a Bachelor of Arts degree from the University of North Carolina where she graduated magna cum laude. She also possesses a Master of Arts from the same university.

Ms. Dula was an instructor for three years at the State University of New York, Oneonta, New York. She was a research assistant at Harvard Graduate School of Business Administration and consultant with the Cambridge Research Institute, Cambridge, Massachusetts. Ms. Dula was the Executive Director of the Metropolitan Boston Hospital Council and Conference of Boston Teaching Hospitals, Boston.

Her proven track record in managing growth and implementing organization infrastructures as well as budget analysis is her strong point. She possesses strong management abilities.

Raymond T. Santilli

Mr. Raymond T. Santilli is the Operations Analyst/Planner for the Cambridge Police Department.

Mr. Santilli received his B.S. degree from Northeastern University in Criminal Justice. He earned a Masters in Business Administration from Boston College. He has served as an Assistant to the Law Enforcement Assistance Administration in Washington, D.C.

Mr. Santilli's responsibilities with the Cambridge Police Department include maintaining the Computer/Communications Center, formulation and recommendation of departmental procedures, short and long range planning, grant writing and special assignments for the Chief of Police.

He has experience in compilation and analysis of statistical and systems data necessary to the development and implementation of operating programs.

Barry W. Gorski

Lieutenant Barry W. Gorski is the Fleet Administrator for the Massachusetts State Police.

Lieutenant Gorski's educational background includes successful higher education at Merrimack College, Northern Essex Community College and Babson College. He has had wide and varied training in his chosen profession.

His police experience includes assuming the tasks of Patrol Supervisor Assistant and Communications Officer. His present responsibilities include purchasing and maintaining some 1300 State Police vehicles and supervising a staff of 27 uniformed and civilian personnel. He prepares an annual budget request in the six figure bracket.

Charles W. Rutherford

Mr. Charles W. Rutherford, Supervisor, Police Administrative Services for the New York State Bureau for Municipal Police, possesses substantial experience as a police officer, administrator and educator.

Mr. Rutherford has a comprehensive background in program development, implementation and management. He possesses experience in grantsmanship, project evaluation and adult training. He has served as a police officer for the City of New York for seven years.

Mr. Rutherford possesses an A.A.S. degree in Criminal Justice from Hudson Valley Community College, New York; a B.S. in Criminal Justice from Empire State College, Albany, New York; and an M.A. in Law Enforcement Administration from Goddard College, Plainfield, Vermont. He is presently seeking an M.P.A. from State University of New York, Albany, New York.

Mr. Rutherford's present duties include development of law enforcement policies, identification of managerial deficiencies and developing administrative modules designed to keep police managers abreast of contemporary trends.

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